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• An idcology may be described as an emotional attachment to a noise.—STUART CHASE, *in The New Republic.*

• What we unconsciously do when we study individually is to endeavor to reinforce our own prejudices.—OSCAR OLLSSON, *originator of the Swedish Study Circles.*

• We older teachers cannot forget that we were neither wise nor good enough to learn from experience how to stop war.—LEON WHIPPLE *in Survey Graphic.*

• Justice and mercy and right reason remain as of old the only forces hard enough, tenacious enough, to stand out against the wear and tear of time.—ALVIN JOHNSON, *New School for Social Research.*

• The greatest problem of the educational administrator, greater even than that of the finding of good teachers, is the problem of getting rid of dead wood. For good teachers do not always remain good.—WILLIAM ALLAN NEILSON *in Survey Graphic.*

• An intellectual is a man in whom civil valor is in inverse ratio to knowledge acquired through studies. . . . There is no place in their black hearts for a great warm political passion.—JOSEF GOEBBELS, *Minister for National Enlightenment and Propaganda, Germany.*

• Only the really very secure can indulge in such attitudes and in such humane tendencies as were carried in England and in New England to such lengths as antivivisectionism and the Society for the Prevention of Cruelty to Animals.—WILLIAM YANDELL ELLIOT, *Harvard University in Social Research.*

So They Say

"If they say we're shovel-leaners,
Not worth our bread or beans or wieners,
Then bridges must be misdemeanors
And highways only built for fun—
From Bend to Mount Hood's icy shoulder
We've leaned on stump and bush and boulder
So that our kids, when they grow older
May enjoy the things we've done—
Say! Here's where Pop leaned on his tools
And dug out a coupla swimming pools,
Airports, reservoirs, bridges, schools—
That amazing, lazy son-of-a-gun!"
Unnamed WPA worker, Portland, Ore., in Bulletin of Labor's Non-Partisan League.

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• Miss. we have ate our buget of coal light also rent. Ples excus and help.—*Letter from a client to a Chicago relief office.*

• Let us beware of words of hate. It is not possible to use the words of war and still remain at peace.—HUBERT PIERLOT, *Prime Minister of Belgium.*

• Dear Governor: Can't you help me get some county relief. Several times my dog has paraded in costume in your parade.—*Letter to Governor Townsend, Indiana.*

• We liberals have erred, I suspect, through asking too little. We have asked what animals and small children want, but not what free men and women require.—STRINGFELLOW BARR *in Survey Graphic.*

• No one can foretell or predict or plan the outcome of the untrammeled roving of the human spirit, searching for truth and truth alone.—DR. ABRAHAM FLEXNER, *director, Institute for Advanced Study, Princeton, N. J.*

• The task of modern statesmanship is to devise social inventions in order to deal with the maladjustments of our economic life in the spirit in which sanitary science has been dealing with epidemics.—JUSTICE FELIX FRANKFURTER, *U. S. Supreme Court, in Occasional Papers.*

• You have no weapons to combat them [techniques of propaganda] except the clarity and power of your thought processes and a balanced emotional outlook. Let nothing else divert you from using your mind however painful and drab its use at times may seem.—HAROLD WILLIS DODDS, *president, Princeton University to the undergraduate body.*

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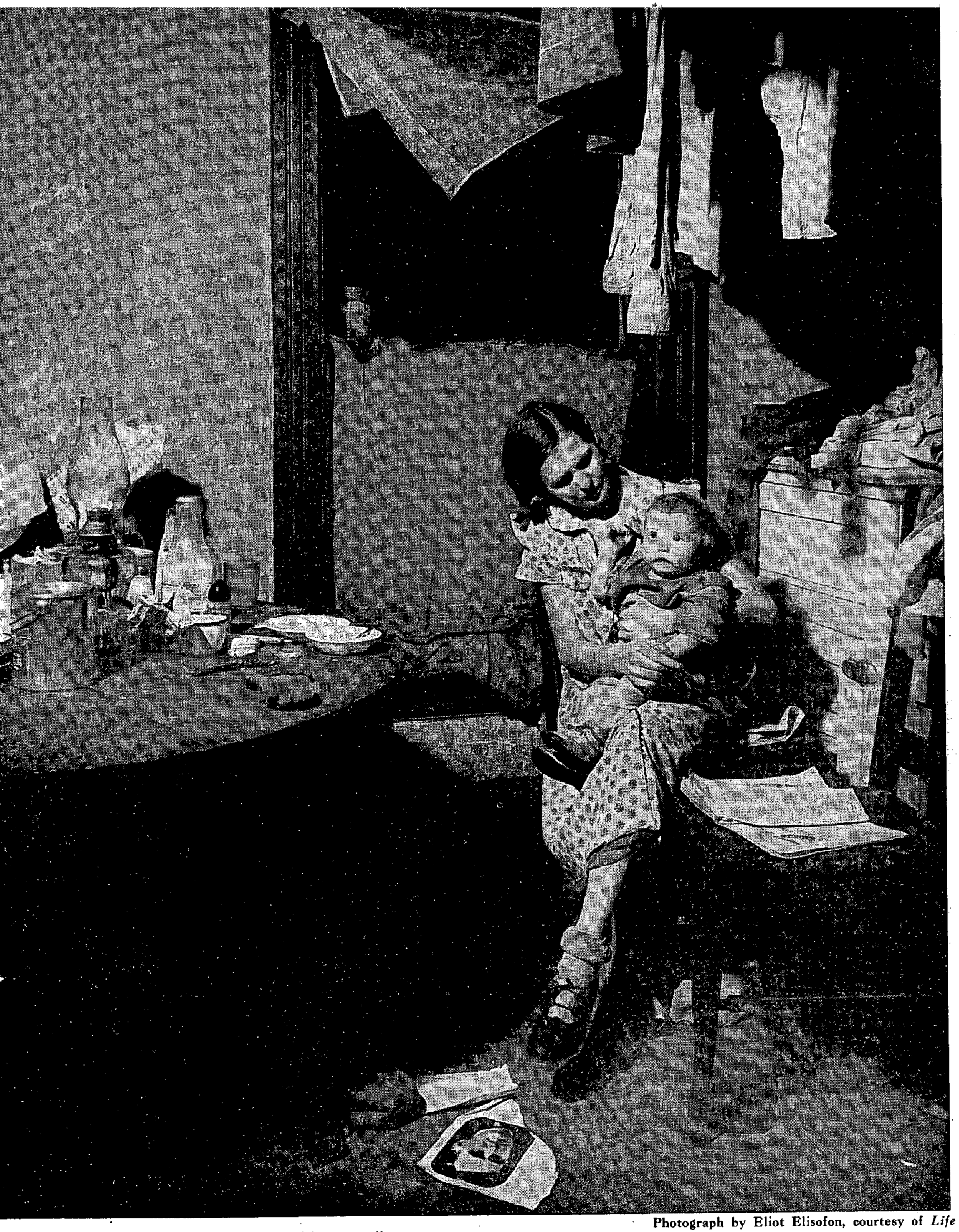

Photograph by Eliot Elisofon, courtesy of *Life*

"NO ONE IS STARVING . . . "

(See pages 10 and 14)

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SURVEY MIDMONTHLY

JANUARY 1940

VOL. LXXVI NO. 1

Growing Pains of Public Welfare

By GERTRUDE SPRINGER

HOW a good new law may be a growing pain in terms of its administration was abundantly illustrated last month when some 500 public welfare officials from forty-six states gathered in Washington for their fourth annual round table conference under the leadership of the American Public Welfare Association. "Personnel standards on a merit basis," as stipulated in the amendment to the Social Security Act [see "The Merit Amendment," by Fred K. Hoehler, *Survey Midmonthly*, December 1939] is plainly the current growing pain of public welfare administration. Not that anyone at the meeting quarrelled with the principle of the amendment; on the contrary all hailed it as "the long run hope" of the future. But these men and women, beset for three years by constant change in the terms of their jobs, were up against January 1, 1940 when the amendment would become effective. With that deadline staring them in the face, "personnel standards on a merit basis" became an acute issue that ran by night and day through every highway and byway of the meeting.

First and foremost in the discussion was concern lest the Social Security Board lose sight of reality and push the states off to a bad start. Everyone wanted to make a start, but all wanted to be sure that it would be a good start, however modest, holding the capacity for growth in the right direction. Even states with going merit systems of sorts were not immune from the general anxiety, though they had a certain smug I-told-you-so air about them. Their chief concern was to close gaps in current policies and to work out more comprehensive and economical systems, understood and accepted by the public.

With its accustomed foresight the APWA had arranged the conference program to afford ample opportunity for everyone to air his misgivings and state his questions. For a long morning, state administrators sat with members of the Social Security Board, its executive director, and the staff of its public assistance bureau, and for a long afternoon with the staff of the Children's Bureau, putting questions and getting answers. And for a whole day a crowded round table, with representatives of the board and bureau participating, explored the complexities of local situations into which new personnel procedures must be fitted. At the end, about the only question that had failed to get some kind of reply was, "What can you do about a balky governor?"

It was clear in all the back and forthing that the Social Security Board has no intention of enforcing a deadline or of setting up rigid uniform standards for all the states. It pointed to the words of the law ". . . on a merit basis," and indicated that so long as the merit principle was retained there could be as many systems as there are states. At present it asked of the states no more than a statement from the responsible officials of acceptance of the merit principle and of intent to implement it as rapidly and effectively as possible. The board is ready to advise on that implementation, but the responsibility for initiating it remains with the states. The board, it seems, is fully aware of the dangers of too great haste and, like the administrators themselves, is anxious that, whatever the form of the start toward merit systems in the administration of the security services, it should have sound fundamentals. It seems unlikely that there will be any "cracking down" until time and the gentle art of persuasion have had their chance. "The date of operation is less important than the soundness of the system."

THIS round table conference followed in general the pattern of previous APWA meetings. There was only one "set speech," that of Paul V. McNutt, administrator of the Federal Security Agency, given at the annual dinner. All the rest, for the best part of four days, was give and take in meetings of state and local administrators; in two panel discussions, one on relief and related services, the other on child care and public assistance; in five all-day round tables on topics proposed by the membership as "urgent," and finally in a closing general session that heard reports of the gist of the meetings that had gone before. In addition, there were two or three extra-program meetings arranged by groups with special concerns. The APWA, like the National Conference of Social Work, is beginning to have its circle of satellites.

Mr. McNutt's address was concerned with the services now grouped in the Federal Security Agency, which he described as "the broadest preventive program in our history." He sounded no "clarion call" of leadership toward new social frontiers, but called for a defense of the home front to "create national fitness for a richer life in our democracy." He had little to say of relief, less of WPA. For the "vast burden of untreated sickness, of the constant occurrence of preventable disease" he anticipated "a more widespread application of the health knowledge and skills available today," and added:

A modern program for health security calls for a more gen-

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erous extension of the benefits of preventive medicine to all the people, and of medical and hospital care for those who need it. Fortunately, through federal-state cooperation, we have the framework in which this extension can be brought about. . . . In order to bring into being an effective health and medical care program, the joint approach of the official agencies must be accompanied by the full cooperation of the professional bodies and non-official agencies which must share responsibility for its operation.

ONE of the outcomes of this conference to which long range significance is attached was the formation of the National Council of State Administrators of Public Assistance and Welfare within the structure of the APWA. This organization grew out of the need of state officials, expressed in a meeting all their own, for the machinery to effect a continuing relationship with federal departments and their regional and local branches. David C. Adie of New York is chairman of the new group; John Thompson of Arkansas, the vice-chairman; and Fred K. Hoehler of the APWA, the secretary. As a first step, three committees will go into immediate action in areas where, as brought out in discussion, the need for "relationship" is most pressing. They are: Merit System, chairman, William J. Ellis of New Jersey; Children's Work, chairman, Elmer R. Goudy of Oregon; WPA, chairman, Charles F. Ernst of Washington.

Local administrators, city and country, also had a meeting all their own which brought out discussion of a wide range of problems, chronic and acute. To mention only a few: the effect of the WPA "accordion" policy on the general case load, and of recurring crises on the relief program —"The local communities have to take the brunt. . . . Congress gets no picture of the whole need because the situation is so spotty"—the difficulty of any planned local relief program when so many of its segments, notably WPA, are unpredictable; the rural-urban antagonism as it affects relief; the intricacies of federal, state and local relationships as they reach down to the communities. The large cities would like a direct relationship with federal authorities, such as that of New York City to the national WPA and of the "food stamp" cities to the Federal Surplus Commodities Corporation. The large cities also pleaded for a simplification of the machinery of state supervision, perhaps, as is done in New York, by having a responsible state official stationed in the city itself.

The most decisive action to come out of the meeting of local administrators was a formal request to the board of the APWA to urge on the President and Congress the appointment of a commission of outstanding laymen, on the order of certain British Royal Commissions, to study the social and economic aspects of relief on a comprehensive national basis, its work to be integrated with the study by the National Resources Planning Board, now being organized, its objective the clarification of national philosophy and the formulation of national policies.

This same proposal was put forward at the panel meeting on relief and related services led by William Haber of Michigan and, at the moment, New York. Here the efficacy of such a commission as a means of developing informed public opinion "back where folks live," was sharply challenged: "We know enough already, but we don't do anything about it."

Long range planning of relief was highly desirable, the panel agreed, but practically impossible in a program "battered from top to bottom by cuts in WPA. . . . We can't plan till we all get together, and we'd better begin at the top."

What form the share of "the top" should take in the clear division of responsibility necessary to planning brought out major differences of opinion. Edith Abbott of Chicago insisted that "the federals" should be held strictly to their promise to care for all employables, that to do this required a new Federal Employment Security Administration for a work and relief program, "federal from top to bottom," with work for as many as possible, retraining for those who need it, direct cash assistance for those who fall out of work. Thus relieved of all employables local relief would be responsible for the residue, "though local relief never has and never will be adequate and the only thing to do with it is to get rid of it by categorical stages."

To this proposal of a new federal work and relief program, dissenting voices were raised, notably those of William Hodson and Mary L. Gibbons of New York. They held that direct federal administration in this area is contrary to traditional democratic patterns of organization and that its integration into the present programs would create a tangle of administration practically impossible to resolve. They argued strongly for federal grants-in-aid to states and localities for general assistance to persons in need, regardless of the factor of employability.

As to which of the two proposals had the greater possibility of acceptance by the federal government in the near future there was no agreement anywhere, but a good deal of doubtful headshaking for them both.

The panel on child care and public assistance, led by David C. Adie of New York, started out on the familiar ground of public or private agency service, state or local responsibility, and the perennial "cooperation." Little by little, however, the examination of partners gave way to a discussion of the objective of the partnership: "that we hold whatever gains we have made in any area; that we combine all our resources to gather new gains in uneven and unsatisfactory areas and that the partnership keep its eye on its purpose, 'the good of the individual child.' "

THE round table on merit systems for social security, led by Howard L. Russell of Pennsylvania, was to some extent a question bee, but out of it came certain general conclusions: "The value of the merit system is jeopardized if the public is not prepared to receive it. . . . A system established by federal edict or administrative pressure cannot endure. It must stand on its own feet. . . . The system is not an end in itself but a tool to get the right people to do the job of getting help to those entitled to it. . . . 'Blanketing-in' present incumbents cannot be considered as meeting sound merit system standards. . . . Whatever the type of examination, whether open competitive or qualifying, it should be reasonable, practical and related to the specific tasks of the position. . . . Service record ratings are essential and so are sound dismissal procedures. The public must be convinced that the merit system insures qualified personnel and protects them on the job only so long as they render efficient service."

The round table on medical care administration, chairman Robert T. Lansdale of New York, gave a morning to the discussion of methods of providing physician's services for those awkwardly described as the "medically indigent." This was essentially an exchange of experience on the great variety of experimentation going on over the country. An afternoon was given to the subject, "Determination of Eligi-

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bility for Tax Supported Medical Care," with emphasis on the dangers of applying the same standards for medical care as are used in determining eligibility for general relief. The whole discussion indicated that the process of clarifying principles for the organization and administration of public medical care has gone farther than the development of effective and practical methods of rendering such care and that much study and correlation of experience remains to be done.

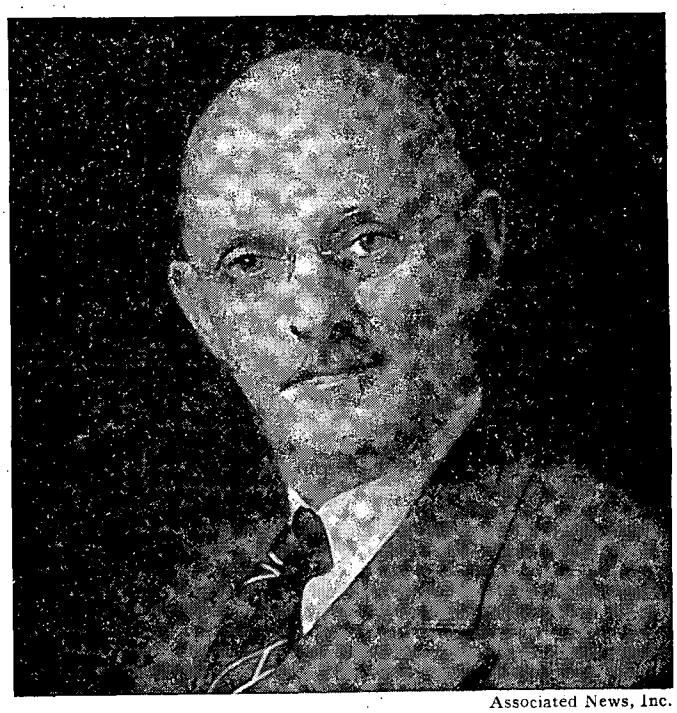
The round table on "supervision as a tool of administration," led by Benjamin E. Youngdahl, formerly of Minnesota now at Washington University, brought out a swelling tide of discussion that ran through case loads, staff development, "categorical complexities," staff relationships, "mass controls," and so on. About all that came clear was that supervision means different things to different people, and that the role of the supervisor will never be defined until there is a thoroughgoing analysis of the job in its local setting. The question of what it takes to make a good supervisor brought out so many "musts" in the way of personal qualities that discouragement over finding such paragons settled over the meeting until some one cheerily put in "Well, believe it or not, we do have some good supervisors."

THE round table on public relations, led by J. Milton Patterson of Maryland, agreed that "good administration from the boss down is the keystone of good relations with the public," but was not in entire accord as to the practical virtues of a planned program under specialized direction. There were those who held that interpretation—and no one liked the word very much—could only reach its full potentialities when awareness of it was in the blood stream of every member of the staff. How to get it there was another question. Since it was admitted that what was everybody's job was likely to be nobody's, the two "schools of thought" presently agreed on a combination of method as most desirable, with responsibility lodged with a competent member of the staff to keep the wheels of interpretation turning and the "blood stream" nourished.

Throughout the entire discussion, the strategic importance of board members was emphasized, not only as interpreters of the agency to the public but of the public to the agency. "Interpretation runs two ways and agency staffs need to understand the public and its actions and reactions quite as much as the public needs to understand the agency."

The round table on administrative expenses for public assistance, chairman C. Rufus Rorem of Chicago, sounded technical, but as a matter of fact it struck into one of the major complications of public welfare administration: how to reconcile the statutory definition of administrative costs with costs in the economic sense. The Social Security Board has not set up detailed criteria as to what may or may not be included in administrative cost data for matching purposes, and the principles by which particular items are regarded are so broad that almost anything can be challenged, and is. Like most of the other round tables this one discovered "a great need" for better understanding on the part of the public and for "much further study" in the adaptation of traditional methods to public assistance administration.

Fortunately this conference was so planned that there was time enough for people to get together for meetings on topics outside but related to the regular program. One of these was on the current study of medical social work in public agencies being made under the aegis of the APWA.



Associated News, Inc.

William Hodson, new president of the APWA, since 1934 commissioner of the Department of Welfare, New York City

Here the discussion raged far into the night with abundant indications that the professional workers in the field are not of one mind in their conception of their place in the public program.

Another extra-curricular meeting, a dinner, was called by the steering committee of the division of government and social work of the American Association of Social Workers. Here were discussed the problems of federal legislation in 1940, plans for study of problems of state legislation on such issues as "work or starve" and alien restrictions, and plans for "further development of professional consensus on fundamental issues of social policy."

Still another offside meeting, small but vigorous, talked over the pros and cons of organization "to meet professional needs," of the many thousand social workers on the job who technically fail to qualify for membership in the AASW, who are not now affiliated with the trade union movement, but who are aware of the usefulness of organization as a means of professional development. The experience of the Florida Association of Social Workers and of the Connecticut Public Welfare Association was cited and a tentative committee headed by Arthur W. Potts of Indiana was urged to go ahead, but to keep in mind that organization grows best from the bottom up.

This conference had a good time and hated to quit. Its last meeting on a Sunday morning was its largest, and long after the final gavel fell, people still had their heads together fighting the battle of the merit system. It left the APWA with its hands full. Practically every group in the conference asked for something, a special study, perhaps, a follow-up committee, action of one kind or another. Happily the APWA has obtained funds for an enlargement of its field services and, under the leadership of its new officers—Williams Hodson of New York, president, and Loula Dunn of Alabama, vice-president—and the guidance of its executive director, Fred K. Hoehler, is in a strategic position to carry on vigorously in a year which holds many promises of progress along with inevitable growing pains.

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The Living Spirit of Florence Kelley

By PAUL KELLOGG

In celebrating its fortieth anniversary, the National Consumers League did honor to Mrs. Kelley and welcomed successors who have caught her torch and carry it forward —Josephine Roche as president, Mary Dublin as secretary. Here are some informal glimpses of the woman who, as perhaps no one else in her time, helped strengthen the footholds of American democracy under the new stresses of industrialism.

THROUGH the years, my office at *The Survey* was next my brother's. When chimes of laughter broke out in Arthur's room we could be sure that Mrs. Kelley had come over from the Consumers League and that the Irish in the two of them was at it again. It did not matter how grim an indictment she might be forging for our pages at the time. That was the way with her—wrath and gayety kindling from the same inner flame.

This came back to me recently when I thumbed through an article Florence Kelley wrote for us twelve years ago, reminiscent of the smallpox epidemic which scotched the sweatshops of Chicago on the heels of the World's Fair of 1892-3. Now the only contribution of the purblind Illinois Manufacturers Association of that epoch was to try to hamstring her factory inspectors when they ran down bundles of infected clothing. Yet she was striving to protect not only the lives of the workers but the safety of the whole Middlewest. And alongside her article was one by Arthur Kellogg reporting the great Mississippi flood of 1927; portraying Herbert Hoover's vigorous leadership in relief and rehabilitation. He gauged how a program, limited to putting things back where they were, was missing the chance to give a lift to life in bottomlands—deep not only in mud and water but in the caked misery of decades of neglect. There you have it. The same insight which finds laughter in the human comedy can cut through plague and flood, wrong and injury, and lay their enduring problems bare.

MRS. KELLEY was one of a group of expert contributing editors drawn together by Edward T. Devine at the turn of the century. Until her death over thirty years later, her freely given time, ideas and writings made up an unbroken strand in the skein of the good fortune of Survey Associates. What she wrote was sheer joy to two young newspapermen just out of the city room—crisp, fact-riveted copy, with clarity, grasp and vigorous thrust to it. Invariably the typewriting was interlarded in a firm characteristic hand, with new materials that buttressed some point, or a turn of phrase that packed a surprise.

Late one winter's afternoon I made off on the Third Avenue Elevated with just such a manuscript of hers, only to find it gone when I reached our downtown printers. True she might have a carbon, but that could not restore the hours of labor she had put on revision; and even then she had a certain formidableness for a newcomer.

My only clue was that it had been brushed out of my overcoat pocket when, in getting off at the Brooklyn Bridge, I breasted the streams of homegoers. Back I ran and milled head-down through the crowds. It seemed more and more of a wild goose chase—and then I dived for a trampled piece of paper. Sure enough, it was hers. And after that, till the crowds thinned, I stumbled clockwise and counterclockwise through the push until I had retrieved every page of it—dirty, torn, patriotic in its smears of our native chewing tobaccos. Treasure trove; yet no fit thing for a lady's desk. I retyped it that night; but the last page had been ripped diagonally across, and half of it was gone.

When I turned up with my tell-tale exhibit next morning, Mrs. Kelley rose to the escapade as if she had always hankered to write for the multitude, even if not for their feet. Her sportsmanship in refashioning the mutilated conclusion made me her admirer for life.

IT was on a snowy morning after Christmas in 1891 that Miss Addams opened the front door at Hull-House. She had a fat pudgy baby on her arm belonging to the cook, who was behindhand with breakfast. There were two people on her doorstep—one was Mr. Henry Standing Bear, a Kickapoo Indian, who had lost his job with a vendor of hair tonic and was camping out under a wooden sidewalk. The other was Mrs. Florence Kelley.

Less than two years later, her investigations had led to the enactment of the first Illinois factory act, and her appointment by Governor Altgeld to head its enforcement. Chief Inspector Kelley shortly turned up at the office of the district attorney of Cook County to lay the evidence before him in the case of an eleven-year-old boy, illegally engaged to gild cheap picture frames by means of a poisonous fluid. The boy had lost the use of his right arm. It was paralyzed. There was as yet no workmen's compensation law; no prohibition of juvenile work in hazardous occupations—only the penalty under the new act of a $20 fine for employing a child without the prescribed working paper.

The brisk young politician in office turned Mrs. Kelley down flat. This case concerned what he called a "two-by-six picture-frame maker," but who knew if she wouldn't be asking him next to bring suit against Marshall Field?

He wrought better than he knew. That day Mrs. Kelley registered as a student at Northwestern University Law School. Thus began the novitiate of one of the most creative legal minds we have had in this country, her clients the women and children drawn by our new industrialization into dangers more devastating than anything the frontier had known.

There is something structural about the legal mind. That, I suppose, is why your crusty reactionary on the bench is so handy in heaping up obstructive traditions. But that same bent gives the creative lawyer or jurist an engineer's talent in sapping and mining such barricades and opening the way for progress. In such wise, Mrs. Kelley wrought with some of the most gifted of their kind—with Judge Mack, Justice Brandeis, Secretary Baker, Justice Frankfurter, to name only four. That is why, in gauging our nationwide advances in law and administration under the New Deal, whether in setting maximum hours or minimum wages, in safeguarding children, in the social insurances or industrial relations, we find her tool marks on paving stones all along the road they have come.

When we consider how slender were the funds Mrs.

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Kelley and her associates in the National Consumers League had to work with over the years, the materials they have turned out in comparison with great research bodies are impressive. Outstanding were Josephine Goldmark's studies of the consequences to wage earning women of night work, long hours and overstrain. These massed the scientific testimony of the world for those briefs with which, as a Boston lawyer, Louis D. Brandeis overthrew entrenched mind-sets and hoary decisions of the courts.

As an editor, I should like to lay alongside Mrs. Kelley's insight and acumen her amazing powers in firsthand observation. In all her spirited and challenging writings for *The Survey* we never, so far as I can recall, had to take back one of her statements. There was often a dither of bluster and criticism, but her facts held.

Back in the nineties she won her spurs as Chicago director for Carroll D. Wright's ground-breaking study of the slums of great cities. Those earliest Hull-House "Maps and Papers" show her meticulous care in gathering, adding and dividing human items. Now one of the most treacherous saws that has come down to us is that two and two always make four. As Mrs. Kelley soon discovered, that proposition in simple arithmetic is loaded when confronted with realities. It may hold for two, but does not hold even for three. When three explosions in an industrial district injure, say, three workmen on the average, it does not make six, but nine casualties. The economic loss hangs on the length of their incapacity, on whether they are cripples for life. Counting wives and children, a score or more may suffer from this multiplication of misery. It is through their relations, then, that things take on significance; and in this sort of social algebra, Mrs. Kelley's talents approached genius when, as a forerunner, she grappled with industrial accidents and diseases.

In 1907-9, she was one of three advisors of the Pittsburgh Survey, our close-range study of life and labor in the American steel district. Most of us were much younger; we spent months at it; and how we rose to what she unearthed in a few swift days! At an early age, her father had taken her to a glass-house at night during their visit to Pittsburgh; and, child as she was of a privileged home, she never forgot the sight of the "blowers dogs," small boys who worked dangerously in the pits. Now, years later, she found their like still on the night shift in the pits at Sharpsburg. Her assessment of factory inspection in Pennsylvania was at once one of the most drastic and constructive sections of our findings.

THESE were not exotic causes of hers. They sprang from her warmest human concerns. I can see her now in the vigor and charm of my first encounters with her—and especially one day when she called me to her office to meet the lovely young daughter whose death was so soon to wring her heart. I recall her pride when, after one of his youthful adventures, John Kelley turned up from a construction camp in the Far West with some "bunkhouse stories" which Ida Tarbell told her had all the promise of his later achievements as a writer. And I knew of the glow she felt at a Harvard commencement when "Ko"—Nicholas Kelley, who was to keep the name a force in the Consumers League—showed her the Hull-House key which, unknown to his mother, he had carried since he was a boy.

There is another human equation that I would underscore, and that is the dauntlessness of Florence Kelley. As a student, her clear eyes, on her overseas visit to the Black Country and in her contacts with Pennsylvania mill towns, had impressed her that neither free trade as practised in England nor the tariff protection that had become the American creed, in themselves and of themselves were sufficient controls to make capitalism safe for people. In her association with the international students at Zurich, she caught their enthusiasm for socialism and was one of the first translators of Engels, the young manufacturer, friend and associate of Marx. Yet she was not blind to certain fundamental differences between the Old World and the New. She was to write in middle life: "Mine was after all an American background; those youthful years of talk with Father had whetted whatever discernment nature had given me; and those differences were to determine my later thinking." Nor did she forget her father's charge—industrialist as he was—that his generation had its hands full in enhancing the production of wealth in the United States; it would be for hers to grapple with the problems of its just distribution.

So, in due course, there were doctrinaire leaders of the early socialist movement here who repudiated Mrs. Kelley. To them, forward change could come only if the pendulum first swung back into worse depths of distress. She herself was not to be stayed from fighting for better conditions, here and now. So, in turn, her championship of protective labor legislation galled the old-thinking chief of the American Federation of Labor and subjected her to mean attack. To him, workers should look to the union hall for gains, not to a state capital. She stuck to her last. And so in a hundred situations, rugged industrial interests, balked by the new force for human conservation which she personified, made reprisal upon her. She went ahead.

Mrs. Kelley's robust tenacity is something which a new generation, experiencing the rough knocks of new times, can take to heart. "Courage! Go on!" is the message she would want to give to such come-after-hers as Josephine Roche, Lucy Mason, Mary Dublin. Nor was she satisfied with just looking after herself. Her mantle must have lain lightly on the shoulders of Eleanor Roosevelt last month when the mistress of the White House stood up for the leaders of the American Youth Congress before the Dies Committee. Or rather made just sitting down beside them a gesture of sheer nerve, friendliness and ancient freedoms.

The National Consumers League is observing its fortieth anniversary. Nonetheless when it comes to counting time—or making it count—the years spent do not hold a patch to the years gained. What should be celebrated are the years salvaged for young and growing bodies and minds through child labor legislation; years released to hard-pressed women and mothers through acts that cut out night work and cut down the working day and the working week; years of poverty eased by compensation laws; years of livelihood fortified through minimum wage laws. The total of these salvaged years runs into centuries on centuries. Underneath them is a simple and abiding challenge: to bring such gains—and more of their kind—state by state and nationally, within the reach of workers everywhere.

Back in the twenties, and then only after much coaxing by all concerned, I persuaded Mrs. Kelley to undertake some informal articles on her experiences with life that might become the chapters of an autobiography. Five were written, which in their candor and engagingness remain a glorious fragment of the daring and bounteous adventure of a great American woman.

My belief is that the full story of Florence Kelley's life

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and work would count today as never before; that it should be written now while those who lived and worked with her may help. Her *Survey* articles told of a Philadelphia childhood which bore the impress of a gracious Quaker mother and a father, type American of the decades following the Civil War; friend to Lincoln, chairman of the Ways and Means Committee of the House. They told of her home schooling, her graduation from Cornell when women were first admitted to American universities, her studies at Zurich. They told of her eight years at Hull-House, of her administrative and legislative activities as the first woman to be chief factory inspector of an American state. But they only bring us to the threshold of her major span as the indomitable secretary of the National Consumers League—when she vibrated between sleeping cars and her home with Lillian D. Wald at the Henry Street Settlement in New York; when her province was every state capital, with Washington thrown in.

LET me tell of something in that time which those who come after Mrs. Kelley may take to heart when they, too, stumble or are sore beset. This goes back to the morning Miss Wald and "Sister" Kelley talked at breakfast at Henry Street and the creative idea of the U. S. Children's Bureau sprang from their lips. To get it was a seven-years fight in Congress.

The scene shifts to a reception room at the White House where, to speed the cause, President Theodore Roosevelt was to give a hearing to the friends of the children. They were all there, Felix Adler and Edgar Gardner Murphy, Paul M. Warburg, Julia C. Lathrop and the rest—filing in in a solemn queue that circled the room and waited.

The President was conferring with some Senators in an adjoining room. As these finally came out he caught two of them by the shoulders, wheeled around with his back to the new delegation, and in his shrill voice confided a story of family church-going that put his wife's denomination at mirthful disadvantage to his own.

Now it was not until his Bull Moose days that T. R. threw himself behind those ideas of social justice so close to Mrs. Kelley's thought. Hitherto she had taken his statesmanship with a powerful grain of salt; and now she was outraged to have him first turn his back on people who had come pleading the cause of childhood and next raise a laugh at expense of his womenfolk. She knew her own vehemence; and rather than burst out with something that might disgrace the delegation and bring all their cherished plans to naught—she bolted. The President swung round with, "Who is that woman?"

But Mrs. Kelley was already through the door. The hearing went on without her and to good effect—though she did not know for sure until she had spent an anguished hour alone at her hotel.

Shift again, to Mrs. Kelley's small office in the Charities Building in New York. It is several years later, with Colonel Roosevelt, now a private citizen, back from the hunt in Africa and established in the adjoining building as contributing editor of *The Outlook*. One morning a messenger waits on Mrs. Kelley. Would she be in her office at twelve? If so, Colonel Roosevelt would like the privilege of calling upon her. And promptly at high noon she could hear him from afar whishing down the hall. Met in the tiny reception space, he was taken with dignity into Mrs. Kelley's more tiny cubicle and offered the one chair squeezed in for visitors. To her dismay, he sat back heartily against the thin partition. She had reason to surmise that her secretary in the next cubicle was human enough to be kneeling with an ear against the other side. And what if the ex-President should break through?

What brought him there came out soon enough—a moot point that was setting *The Outlook* office at sixes and sevens. The editor, Dr. Lyman Abbott, cherished the feelings of his deceased wife against woman suffrage. Colonel Roosevelt, with his keen sense of the public temper, was all for coming out for it. Hence the tension. Conferences had gotten nowhere—until someone suggested that they each appoint a woman of his choice to negotiate a solution.

No sooner said than done. Here was Editor Roosevelt come to sign up as his personal champion the one woman in the United States who had squarely turned her back on his and marched out of the White House.

Sure it was, T.R. was a rare one at picking and choosing.

Pulling the Jail's Fangs

By WILLIAM J. ELLIS

Commissioner, New Jersey State Department of Institutions and Agencies

WITHIN the past year a single, determined county judge of the common pleas court has simplified the age old jail problem in his New Jersey county with such success that his plan is already being copied by another judge in another county. These incidents demonstrate the validity of the recently advanced argument that jail populations can be and ought to be reduced far below their usual proportions. [See "Let's Abolish the County Jail," by Joseph Fulling Fishman and Vee Terrys Perlman, *Survey Graphic*, January 1939.]

The faults of the common jail are many. Yet common jails survive, and probably will continue to survive indefinitely for a number of reasons, one of which is the entrenched position they hold within the political patronage system.

Major criticisms of the usual jail—and there are notable exceptions of course—run something like this:

They herd persons of all types and age, novices and hardened criminals, those held for trial and those convicted, the sick and the well, into a single congregate institution.

They have no adequate program of physical or mental treatment, work, recreation, education or other worthwhile activity.

They promote habits of idleness, sex perversion, vice, and criminality, thus constituting on the whole our most infamous "school for crime."

Their equipment and management frequently are disgraceful.

It was revulsion from these and other factors affecting the jail system which determined a judge in a semi-rural

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New Jersey county to act. His opportunity came with the commitment of six hoboes captured as the freight train on which they were riding entered the yards at the county's principal town. The hoboes had been arrested by a local constable, hailed before one justice of the peace on charges of disorderly conduct, then before another on charges of vagrancy. Both J.P.'s entered jail sentences. Then the constable loaded the six men in his car, drove to the county seat a dozen miles away, deposited his charges at the jail, and rendered separate bills for fees, mileage, and sundries for each prisoner. More than $100 of county money was paid out for the arrest and conviction of these six men.

On hearing what had happened the judge sent for the prisoners and reviewed their convictions. The retrials brought discharges, reprimand of the local officials concerned, and attendant publicity to the evils inherent in the fee system of compensating officials of the petit courts and constabulary.

The judge then decided to review the convictions of each of the fourteen other "guests" then resident in the county jail. His reviews brought release to nine of them, and reduced the jail population to the lowest number in years. The five cases left were those for which immediate disposition did not appear feasible.

The judge's next step was to notify the jailer and all justices of the peace in the county that thereafter he would review routinely every case committed to the jail. A full report must be filed within twenty-four hours of imposition of a jail sentence.

WHAT has been the result? A county jail which for several years had an average daily population of twenty-three inmates reduced the average to three for the first eight months of 1939. During that period the jail was entirely empty on ten occasions, a situation which had not occurred for the past one hundred years.

Has the county suffered a crime wave as a result of the judge's leniency? Not at all! The community approves the policy and the method.

Most inmates of county jails are common drunks for whom it is an accepted principle that jail offers no cure. Their problem is one for probation officers and social workers rather than for jailers. Others, aside from prisoners awaiting trial for serious offenses, often are husbands arrested for non-support. The present policy calls for sentencing this type of offender to a salty term in the state prison and then suspending sentence for as long as the errant spouse performs his duty to his dependents. By this means public funds are relieved from supporting the offender while he plays unending games of pinochle down at the jail, and from the usually inevitable consequence of providing relief for the family during the jail term. This program is effective because most errant husbands, who have become more or less indifferent to a jail term, are terrified at the prospect of a prison sentence.

Although the review of jail commitments began only last November, comparison of commitments for the first eight months of 1939 with the first eight months of 1938 shows that it is now much more difficult than formerly to get into this county's jail—or to stay in. In 1938—January to September—commitments numbered 258; in 1939, 150—a drop of 108. More rapid discharge of inmates through prompt trial and disposition of cases by other than jail sentences also has helped to bring about the remarkable decrease in average daily jail population.

A county jail thus used loses a great deal of its significance as an anti-social factor in the community. Fewer persons are exposed to it and these for shorter periods. In effect it becomes a detention station utilized almost exclusively to hold persons unable to provide bail pending trial and sentence. With action of the court expedited by means of weekly special sessions, and with frequent release of prisoners on their own recognizance, the jail population on any day tends to be minimal or even non-existent.

As the judge's program developed, it became necessary to establish the first full time probation department that the county has had. Money saved in boarding prisoners at the jail and in caring for their dependents offered the taxpayers ample offset for the additional expense of the court. The new probation officer, responsible not only for the supervision of persons committed to his care but for the collection of fines as well, turned back to the county treasurer over $500 in collections in the first two months of his employ.

The judge's latest plan is to form a citizen's committee of volunteers to counsel and assist the probation officer. The efforts of this group, made up of outstanding citizens, would be directed primarily at finding and developing jobs for probationers and otherwise assisting with their adjustment in the community. Realizing that lack of a job at a crucial moment often has spurred a youth into conflict with the law, the judge is acting in characteristic fashion to provide jobs for such youngsters.

The experiment of this New Jersey county serves graphically to point up the evils inherent in the fee system of compensating minor peace officers and members of the local judiciary. Often such officials become more interested in the fees they are able to garner than in preserving the peace or administering equitable justice. The experiment also serves to show that the judge of the county court can quickly let the light of publicity in on these evils so that public opinion will support a more intelligent handling of offenders.

AS noted in the beginning of this article, the common pleas judge of another New Jersey county has been interested in a somewhat similar effort. He has reviewed initially the commitments of some twenty-eight inmates of the jail in his county and discharged half of them. He also is responsible for the drafting and introduction of a bill passed by the New Jersey legislature permitting judges of the court of common pleas to review, on their own motion, any sentence of a minor court.

Although the jail as an institution has been under fire for upwards of a hundred years, it is so deeply entrenched that progress towards its elimination or reform is exceptionally slow. Year in and year out most jails operate on the ancient pattern, spawning new crops of confirmed criminals and blocking progress in the application of human understanding and skilled preventive and rehabilitative work in the handling of delinquents. The very fact that organized opposition to such progress continues on the part of jail officers, justices of the peace, constables, and others who see the jail as a source of income and patronage, calls for a new mode of attack. The strategy adopted by these two county judges offers more hope for immediate and sustained progress than any other specific form of proposal recently advanced. If we can't reform the jails we can keep them so nearly empty that they hold no serious threat to the growing youth of their communities.

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What Is Starvation?

By HELEN CODY BAKER

THE City of Chicago numbers three and a half million people. Within that great city lies a smaller one about the size of Memphis—the city on relief. Its population is 245,000 souls. Telling the truth about the smaller city to the larger one, getting the facts across to Chicago's vast, indifferent, radio-listening, newspaper-reading public, is a colossal and difficult task that has grown steadily more difficult, year after year, with each recurring "crisis."

In the early depression years interest was keen and there was an immediate response to stories of human suffering. But as "emergency" followed "emergency" the public gradually acquired immunity. The very size of the problem, the continuous reiteration of case loads that ran into hundreds of thousands and the sight of millions on millions of dollars being poured into a seemingly bottomless pit resulted, by and large, in a hardening of the sympathetic arteries or a positive allergy to the whole question.

In the past few months, hopelessness has been replaced among many responsible people by an irritable scepticism. They wanted facts, and the facts we had were not enough. It wasn't enough to tell that the Illinois Emergency Relief Commission had carefully worked out a standard budget for a dependent family; that the "minimum adequate" budget of the Chicago Relief Administration, even when the clients got all of it, was considerably lower than the IERC budget; that in the late summer and early fall of 1939, citizens of our city on relief were only receiving 65 percent of the CRA "minimum," which was just about 44 percent of what the IERC thought a dependent family needed.

"How much is that," they asked, "for a family of four?" And when we told them, "It's $36.50 a month for a father, mother, fifteen-year-old boy and thirteen-year-old girl," the answer was often, "Well, they won't starve on $36.50 a month."

So it was up to us to prove that people really were starving. Starvation seems to be the one thing that Chicago can't accept for the people in its city on relief. A newspaper editor put one of his best reporters on the relief beat and wrote me, after a number of visits had been made, that he doubted if there was actual starvation. "There is some evidence of undernourishment," he said, "but even of this we cannot be quite certain."

IN THE EFFORT TO BE "QUITE CERTAIN" WE MADE A study. Up to this point the "we" in this story has referred to Chicago's social workers. Here it narrows down to the health division of the Council of Social Agencies, which appointed a subcommittee to get the facts about what was actually happening, last September, to families in our city on relief. The study was made by the Elizabeth McCormick Memorial Fund, with the cooperation of twenty-four public and private agencies whose daily work brought them closely in touch with the CRA relief rolls. Hospitals, clinics, settlements, and the Infant Welfare Society of Chicago did the bulk of the fact finding. Staff members of these agencies, equipped with simple questionnaires, interviewed responsible members of 744 CRA families, asking such questions as these:

When did you receive your last relief check?
How much do you pay for rent?
What do you owe for rent, fuel, electricity, clothing?
How much of these foods did you buy during the past week: fresh milk, vegetables, lean meat, eggs, fruit?

The cooperating agencies jumped at the chance to get these facts, and most of them were gathered in less than two weeks. Complete information was secured from 512 CRA families. The tabulating and assembling was done swiftly, and here are our answers to the sceptics:

61 percent of these families spent less than half as much money for food as is needed for an adequate diet at minimum cost.

82 percent had to pay more rent than the amount allowed in the CRA budget.

54 percent exceeded the CRA allowance for fuel.

43 percent found it necessary to buy clothing, in addition to the CRA clothing allowance and to some clothing distributed from the WPA workshop.

77 percent of the families interviewed were in debt.

And other facts equally pertinent and poignant.

Very simply and reasonably, in the body of the study, these facts are interpreted. If you must pay more rent than your budgeted relief allowance, and if your relief allowance includes no other items than rent, food and fuel, how do you pay your rent? Obviously, you tighten your belt and use the food money. If you need soap, or think you need it, and your budget includes nothing for cleaning supplies, with what do you buy soap? The food money, again. If you must have shoes and stockings, where do you get them? Of course, from the food money. And what do you do when you have done your best with your $36.50 a month? You go in debt. Or you starve.

Even the "minimum adequate" budget of the CRA (we are calling it the "skeleton budget" now in Chicago) is 38 percent lower than public relief in New York City, 44 percent lower than St. Louis, 47 percent lower than Detroit. The study makes this quite plain.

We have sent it to the metropolitan and neighborhood newspapers, to our city, county and state officials, to all member agencies of the Council of Social Agencies, to many of our leading physicians, to the presidents of our business, civic and social clubs, to anyone else who can use it. We believe that it answers the question, "Is anybody really starving in Chicago?"

WHAT IS STARVATION? WEBSTER'S DICTIONARY TELLS us: "To starve: to perish with hunger. . . . Hence, to suffer from any want. To be in need."

Things are a bit better now. We have 80 percent instead of 65 percent, of the CRA "skeleton" budget. Free milk is being distributed to families on relief. But there still seems no reasonable doubt that, according to the Webster definition, clients of the Chicago Relief Administration are really starving. And the worst of the winter ahead.

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MISS BAILEY GOES VISITING

"When Old People Won't Stay Put"

By GERTRUDE SPRINGER

FOR an hour Miss Bailey had felt the red tape rising around her. Now it began to get down her neck and in her ears. And she couldn't say a word, not even "Oh, for heaven's sake!" For she was a guest, invited to listen in at this meeting of welfare officials as they discussed the grave interstate problem of old people who won't stay put. No one asked Miss Bailey for her opinion and she didn't offer it, although she had several, along with a stock of stories about her gay old Uncle Al whose wandering foot had created a family saga.

In spite of her slightly ribald memories of Uncle Al, Miss Bailey realized that this was serious business, an effort to find an administrative procedure by which common sense and "old folks as people" would not be lost in a labyrinth of complicated, often conflicting laws. Again and again, as the discussion went on, Miss Bailey felt the weight of the old poor laws pressing down on the new concept of security. She well knew how these old laws bore down on "paupers," how they colored the whole fabric of relief, but she had hoped that the old folks, in the slender security that the new laws gave them, had escaped from some of the old rigors. Well, she was wrong as usual. Tradition did not yield so quickly to new philosophy, not when "the poor" were concerned. Old people had their "security" as long as they stayed put, but let them for any reason, good or bad, venture to cross state or even town lines and it became entangled in a maze of laws, practices and policies that differed with every state in the union. Security, contrary to the hopes of at least some of its sponsors in baptism, does not follow the individual but stays in the place where the law and his sixty-fifth birthday found him.

As the meeting went on and experience followed experience, Miss Bailey began to feel a certain crooked admiration for the ingenuity with which wandering old feet had been shackled. Uncle Al, she decided, had died none too soon. Old individualist that he was, he'd have roared the roof off at some of the practices abroad in the land of the free.

"Why, in my state," said a man from a proud commonwealth with traditions as stern as its rockbound coast, "the old folks can't even move across a town line, let alone a state line. We have a case—three cases really—three old sisters who live in three different towns but not more than twelve miles apart. They want to live together, and by pooling their allowances they could get along quite comfortably. But the law won't let them. Each has her settlement in the town where old age overtook her and she must stick to it or lose her allowance. If she moved across a town line it would take her five years to gain settlement there and be eligible for assistance. It doesn't make much sense but that's our law, and there isn't anything we can do about it."

There was general agreement that it didn't make sense but not that nothing could be done about it, for at least one state, as its representative was quick to point out, had done something—simply by bookkeeping. Its old folks were free to move anywhere they chose within the state. The county of residence paid their allowance and reported that fact to the state department which charged it up to the county of settlement until such time as the oldster had lived a year in the place of his choice and thereby gained a new settlement. In short, the state welfare department maintained a sort of clearing house—all done by bookkeeping—by which the old person retained his settlement and the "county of origin" fulfilled its responsibility to him until his new settlement was legally established.

"Now why," Miss Bailey asked the man beside her, "wouldn't that system work on the federal level, with the Social Security Board doing the bookkeeping and charging the old people to their state of legal settlement until they fulfilled the requirements of the state where they chose to live? After all, most of the old people prefer to stay put. The few who want to move usually have a good reason."

The neighbor admitted that the idea sounded good. But there were forty-eight practical reasons why it wouldn't work, he said, forty-eight states with panoplies of laws that buttressed all their fears and jealousies and ironclad traditions. In the honeymoon days of the social security program it was hoped that the states all would fall in line with a uniform settlement law with a time requirement of perhaps a year, thus ironing out many points of conflict among them. That hope was short lived. To be sure, many states that had required long residence, even up to ten years, reduced the time to five years, the maximum set by the Social Security Act, but on the other hand certain of the relatively "liberal" states took the opportunity to tighten up their requirements. In the end, confusion and conflict remained unchanged.

Since it seemed hopeless to get forty-eight states to change their cherished laws, went on Miss Bailey's neighbor, the effort now among people who saw beyond their noses in such matters was to effect agreements between states on administrative practices within their respective laws. "You can be tough and consistent or liberal and consistent under the same law. It's all in the way you do it."

A few firm shushes discouraged further offside conversation and Miss Bailey turned her ears back to the meeting.

NOT even the most liberal states, it seemed, were willing to let their old folks keep their "security" if they stayed out of the state longer than the time originally required for settlement.

"Our people can go off for a year," said a man from a small eastern state, "and we'll send their checks after them every month. But at the end of that time they must come back. It isn't always desirable that they should, either from their standpoint or ours. But it's the law. Right now we have a case like that. This old lady lived with a big family of improvident kin and got along well enough on considerably less than the maximum allowance. But the grass in the other field was greener and the one thing on earth she wanted to do was to go to Chicago to live with a daughter who, it happened, was on relief. We discouraged the move but one fine day the family passed the hat and got enough money to put her on the train. The first we knew of it was when the Chicago relief people asked us how come. Given the accomplished fact we agreed to continue the monthly check, with Chicago doing a certain amount of supervising of the case. The mother and daughter were apparently very

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happy together and everything was fine until the end of the year approached. The old lady refused flatly to leave her daughter and the family in our state refused to have her back, let alone taking in the daughter with whom there was an old feud. Meantime Chicago reminded us very pointedly that the Illinois law requires three years for settlement and asked who was going to take care of our old lady in the two years still to go. Besides she was liable to require hospital care at any time, and what about that?

"It looked as if we were on a spot, but the old lady herself went into action, as old ladies will, scraped up the price of bus tickets and landed herself and daughter in a furnished room half a dozen blocks from our office. We offered to put the mother in a nursing home and send the daughter back to Chicago where she was entitled to relief. But nothing doing. The two refused absolutely to be separated and if you could forget the law and see them as human beings they were right. I don't hold much with the line, 'We'll starve first,' but I believe that these two women meant it.

"Well, that's about what they're doing. We've raised the old lady's allowance to the maximum, $30 a month, and after a year the daughter will be entitled to relief, such as it is, in our city. Meantime the two are existing—I don't quite know how. But how much better it would have been for everyone if those two women could have stayed in Chicago, with Illinois picking up the old lady's assistance where we had to put it down, or with us carrying it on till Illinois could pick it up."

Half a dozen people were on their feet anxious to cap the story with cases of their own. A woman got the floor.

"WE have a couple of old ladies that have worked out a reciprocity arrangement of their own that has two states baffled. They are sisters and want to have a home together but can't because they have settlement in different states. They discovered, however, that both states allow three months 'visiting' without any loss of rights. So the two old girls broke up their little homes—there wasn't so much to break—and went into boarding houses. Now they 'visit' each other three months at a time. It isn't what you'd call a stable life and the old girls would lots rather have a little house or apartment of their own, but at least they are together and that's what they want. Of course, if one of them were to require prompt institutional care while she's in the wrong state there'd be a lot of howdy-do. But we're not bringing that up."

All through the discussion it was apparent that a major difficulty in keeping old people where the law says they belong is the tug of old ties, the sense of "home" that has nothing to do with time or distance or settlement laws. Take old John and Mary Wood, for example, who had been born and brought up in a small tree-lined village in an eastern state. To them it was always "home," but under the law their home was the flat sun-beaten town in the Far West where, by a quirk of fortune, they had spent most of their adult life.

They had been homesick from the minute they got there and had lived for the day when they could go "back home." And finally, when their years had established their right to "security," they went. They didn't tell anyone their plan, so no one told them they couldn't go. The first the county office knew of it was from a letter mailed the day they started. They had sold their few belongings and had their bus fare to go "back home to die." A cousin still lived there and they had old friends who would remember them. They were sorry not to say goodbye, but it was better this way. Please send their security check to general delivery. They would write again.

The county office never had anything like that happen before and, not knowing what else to do, referred it to the state. The state officials thumbed through the law and finally decided to ignore the "intent" of the old folks' departure and to call it a "visit." By so doing their checks could follow them, at least for a time.

GLOWING letters came back from John and Mary. The old friends had welcomed them; they had a nice little room; it was wonderful to be home. Please send the check to such and such an address.

And then one day came a letter from the state welfare department, couched in the language that one state uses with another. "We are reliably informed. . . . Kindly advise us of your intentions in this matter." The check from the West had been delayed, old John had fallen sick, and Mary had gone to the county welfare office for advice. And so the correspondence between the two sovereign states began. Western was willing to keep the checks coming "for a time" but wouldn't be pinned down to a date; Eastern saw the old couple as candidates for relief, institutional care and everything else that the state had very little of, and was for getting them "back home where they belong" while the getting was good. John and Mary were reduced to utter confusion.

As it turned out old John died while the sovereign states were still engaged in polite exchanges, which grew less polite over the matter of burial expenses; the cousin took Mary in temporarily; the western state decided that it had better not be so "liberal" next time, and old Mary wished she were dead.

Long before the meeting was over, Miss Bailey realized that these welfare officials were as impatient as she with the red tape imposed on them by clumsy laws. However humane and "liberal" their intent in administration, they could go so far and no farther. They were not even the interpreters of the laws. Let them get too far out in front and the hand of an attorney general would pluck at their sleeves. Miss Bailey and others of her ilk, in their easy role of observers, could look at the complications of administration, raise their critical eyebrows and then walk out. But these officials had to stick to the job, reconcile all the diverse elements and administer the law as the process of democracy had framed it.

These welfare administrators would rise and cheer for uniform settlement laws or for abolishing those laws completely. But changing the laws of forty-eight states was a star to hitch a wagon to, and meantime reciprocal agreements between states on policies and practices, always with the reservation "within the law," held more hope of progress here and now. And even that would not be easy. You might get "gentlemen's agreements" at the top but would they hold at the grass roots—in counties, cities and towns?

Miss Bailey didn't know. About all she was sure of was that whatever these earnest officials might be able to accomplish in easing the rigors of the law, it would be a good idea to pick out right now a good place for her old age, get herself a settlement there, and stay put forever after.

This is the fourth in the new series of articles in which SURVEY MIDMONTHLY *readers renew their acquaintance with Miss Bailey and share her seasoned observations of social work at the grass roots.*

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Medical Care – And How

FOR almost two years a committee of the American Public Welfare Association, Judge Thomas S. J. Waxter of Baltimore, chairman, has been engaged in a study of administration of tax supported medical care for the sick poor. [See Medical Care—But How? by Gertrude Sturges, M.D., *Survey Midmonthly,* May 1938.] Extensive field surveys revealed "a pattern confused in its professional and administrative aspects, inadequate to present responsibilities."

To meet the need for some formulation of basic policies of organization and administration as a guide to developing programs, the committee, after extensive discussions with federal and national agencies, framed a statement, cautiously called "tentative," of "essentials and principles" which was formally approved by the board of directors of the APWA at its last meeting. The committee will continue its studies, particularly of methods of rendering tax supported medical services.

PRINCIPLES OF ORGANIZATION AND ADMINISTRATION

1. It is essential that the administration of all preventive and curative service provided directly by tax funds, as well as the administration of all payments from tax funds to non-governmental medical agencies and practitioners, be closely related and functionally coordinated. Although it is recognized that in many jurisdictions it is impracticable at the present time to consolidate the administration of all tax supported preventive and curative medical service in a single governmental department, it is essential that coordination and integration of the medical care administered by different departments be obtained through one or more of the following or other measures:

a. The development of a cooperative relationship whereby the welfare or other department charged by law with providing medical care obtains service or technical supervision through the department of health and pays for such service accordingly.

b. The official use of the state or local health officer, by *ex-officio* appointment or otherwise, in an advisory capacity to welfare or other department carrying the major responsibility for tax supported medical care.

c. The organization of representatives of the governmental agencies concerned with medical care and welfare into an interdepartmental committee, for joint planning of official programs and conference with non-governmental agencies and the medical professions. Membership in interdepartmental committees should include governmental agencies responsible for providing preventive or curative service in general or special hospitals, clinics or in the home; and those responsible for furnishing medical care to special groups e. g., children, the blind.

d. The utilization of a medical officer on the staff of the welfare department or other governmental agency primarily concerned with the administration of medical care, in a liaison capacity with other governmental departments as well as with the non-governmental agencies and the medical and allied professions concerned.

2. The function of the federal authority should be to assist with financial and technical aid and with the maintenance of standards, rather than to administer service. The state authority should be responsible either for enough assistance to and supervision of local administration to insure sufficient service and good standards or for administration on a statewide basis.

Local administrative units should be large enough to permit effective and economical administration: this will require organization on a countywide basis, or of a group of counties on a regional basis established by state authority or by cooperative agreement.

3. In planning for and administering service, the governmental authority should consult with representatives of the medical and allied professions (physicians, dentists, nurses, medical social workers and pharmacists); of both governmental and non-governmental health and welfare agencies and organizations, including hospital and health council and councils of social agencies; and of the groups to be served.

4. The governmental authority should have responsibility for policy, organization and administration. Appropriate advice with regard to the purely professional aspects of service should be sought from representatives of the medical professions.

a. Advice should be sought from each professional group, in its own field, for the formulation of professional policies and standards and of minimum qualifications for the practitioners and agencies who provide service.

b. The governmental authority should be responsible for the adoption of acceptable standards and qualifications; and for their maintenance by means of professional supervision.

5. Medical programs should be under the direction of qualified salaried medical officers of the governmental authority, appointed on the merit basis.

All professional service should be under the immediate supervision of qualified members of the profession concerned, appointed and remunerated by the governmental authority.

6. To be effective, medical care must be part of an adequate program of assistance. Public medical care must, therefore, be planned in relation to, and closely integrated with a general assistance program providing adequate food, shelter, clothing, and other essentials. Medical and social treatment for the patient should be closely correlated.

7. Existing facilities and agencies should be utilized as fully as is consistent with good quality of service and economy, and new facilities developed only where needed.

8. Reasonable methods and rates of payment should be determined by the governmental authority after consultation with representatives of the professions and agencies concerned.

9. Payment to non-governmental agencies, such as hospitals and nursing associations, should be based on authorized service rendered to individuals.

10. The governmental authority which pays for service should be responsible for authorization of care at public expense. Persons already accepted for maintenance at public expense should be accepted, without further investigation, for medical care at public expense.

The determination of medical need should be a medical responsibility and should precede the determination of financial eligibility. Determination of eligibility should not delay necessary treatment. Policies concerning determination of eligibility should be made by the public authority after consultation with the agencies and professions concerned; and should include agreement between agencies to avoid duplication of investigation.

11. The governmental authority should require records of professional service and expenditure from the organizations, individuals and agencies concerned in providing service, those records to be utilized for purposes of professional and administrative control, for the correlation of medical and social treatment, for future planning and, with safeguards for confidential matters, as a basis for public information.

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The Common Welfare

"Children in a Democracy"

IN 1940, as ten years ago, a White House Conference (January 18 to 20) calls together national leaders from many fields to consider the nation's children—the gains in knowledge about child health and well-being, what we are doing and failing to do for the oncoming American generation. As it did in 1930, the U. S. Children's Bureau has organized the conference and the various special committees that have brought together materials to serve as the basis of discussion, and of plans for action.

Because of its bearing on the future of "children in a democracy" and its import for every aspect of child life in America, *Survey Midmonthly* will devote its February issue, enlarged and illustrated, to a full report of the conference, to its findings and the program of action which it will develop.

Local Responsibility

CLEVELAND made temporary truce with its relief problem by means of $1,050,000 in bonds against delinquent taxes, issued by permission of the Ohio State Board of Tax Appeals. This does not cut the knot of local and state responsibility for human suffering. Nor is Toledo's action in digging up $273,000 for direct relief and WPA sponsorship any more of a solution.

By the time the Ohio relief crisis became national front-page news, political charges and counter charges had cropped out so virulently that it was difficult to ascertain what was what. Certain facts, however, were not denied by anyone: 16,000 childless "employables" had been dropped from the Cleveland relief rolls in November and the allowances of 44,000 others had been cut to the equivalent of 5½ cents a meal. Earlier, nearly 6000 cases, out of a total of some 8500, had been dropped from the Toledo relief rolls. "Nobody is starving," said the politicians, but evidences of undernourishment, disease and mental breakdown directly attributable to insufficient food could not be denied.

Ironical was the fact that the Cleveland and Toledo crises occurred at a time when business indices in both cities were curving upward. In Toledo, October residential building was 280 percent above the year before. Yet the city could not furnish relief to its needy, nor continuous education to its children. Knowing the situation, the citizens went to the polls in November and voted down both relief and school tax levies.

Blame for the relief crises cannot be laid entirely to the cities of Ohio as their taxing power is restricted to levies on real estate. Here was a repetition of the old urban-rural fight: the cities clamoring for use of their own revenue resources either through broader powers of taxation or through further state grants; the rural areas resenting every cent of state funds spent by the cities and jealously guarding the state's tax resources. Cleveland's share of the state's $10 million relief appropriation was about 38 percent of the city's eleven months' relief expenditure of $5,807,149, although the law allows the state to contribute up to 50 percent of money expended. Governor Bricker defended the "rural side" by refusing to call a special session of the legislature to grant more state funds or extend the cities' taxing powers.

One fact clearly demonstrated by the whole miserable affair is that the solution of the relief problem is not cessation of relief. Out of 155 dropped cases investigated by the Cleveland chapter of the American Association of Social Workers, only six persons had found jobs in private employment.

While Cleveland and Toledo got national attention for their acute relief problems, similar situations resulting from "local responsibility" are chronic in countless communities throughout the country where direct relief means only a federal dole of surplus commodities. When three counties in Nebraska flounder along without general relief of any kind, the out-of-state papers take no notice. Differences in living costs do not account for the inequitable spread of relief allowances throughout the country. Average payments by state and local governments vary from $3.38 per month in Oklahoma to $34.28 in New York. It is a strange time for the Chamber of Commerce of the United States to advocate the termination of the federal work relief program.

A Vast Problem

SPAIN, China, Czechoslovakia, Poland and now Finland. We in America have risen to every occasion with relief funds and medical supplies. How many more "occasions" there will be no one knows, but few are optimistic enough to believe that Finland will end the list. This, however, is no deterrent to American generosity for the sufferers in the little country known to us chiefly for its leading musical composer, its cooperatives and its prompt debt payments. Less than a month after the first Russian bomb hit Helsinki an American fund-raising organization for Finnish war relief, under the direction of Herbert Hoover, had gone into vigorous and successful action and the American Red Cross had appropriated $250,000 for the new cause. Of this, $138,746 had been expended by January 1.

Unhappily the appearance of a new need does not obliterate an old one, rather it aggravates the older one through unconscious competition. Scarcely had the American people sensed the human import of conditions in Poland than their imagination was captured by the holocaust in Finland. In the meantime Spanish and Chinese war victims became "old hat," although thousands of Spaniards remain in French concentration camps and Chinese skies continue to rain Japanese bombs.

This espousal of cause after cause by the American public springs from a sincere desire to help where help is needed. What is surprising is that the quick succession of "causes" has not completely overwhelmed generous impulses. It has created confusion of course, but there are signs of order emerging. Under an agreement between Mr. Hoover's organization, the Finnish Relief Fund, and the American Red Cross, the fund will undertake the mass feeding of homeless Finns while the ARC will provide medical aid, hospital supplies and clothing. Meanwhile relief efforts for Poland tend toward integration as many of the scattered Polish-American fund raising groups—a month ago 208 were registered with the Department of State—are pooling their

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funds for distribution through the American Red Cross. The Red Cross has announced arrangements with Berlin for the distribution of medical supplies and clothing in Poland without racial discrimination. But in spite of the speed and efficiency of American relief efforts, the real problem so far has been attacked only in segments—Spanish relief, Chinese relief, Polish relief, Finnish relief.

This is staring at single words rather than reading a sentence. The real issue, affecting the whole world, is one of vast uprootings of destitute populations. Ernest J. Swift, vice-president of the American Red Cross, on his recent return from Europe, brought back a report of helpless people "being moved indiscriminately in every direction." Relief of any kind can be only a straw in such a deluge, but the better coordinated it is the better chance it has for effectiveness.

Americans as Consumers

WHEN trade unions wish information and sound counsel as to wage earning conditions and problems, they can rightfully turn to the U. S. Department of Labor, with its research staff and statistical bureaus. When business bodies wish kindred information of concern to them, they can turn to the U. S. Department of Commerce. In the absence of any similar central agency or bureau, it would seem equally right, pertinent and legitimate for consumer organizations to turn to the Consumers' Counsel Division of the Department of Agriculture, where Donald E. Montgomery has built up a service that has integrity and is illuminating. Yet the Mathews-Dies report, in one of the most unscrupulous attacks ever made on a public servant, singles out this government official for essentially attending to his public responsibilities.

A varied group of consumers agencies were victimized by this same Mathews-Dies report. If it was put out as part of the drive to get new funds for the Congressional Committee on Un-American Activities, it ought to prove a boomerang. And this not only because of its inaccuracies, innuendoes and falsities, but because it was an outrageous exhibit of the abuse of governmental power. It was presented by a man whose animus is flagrant, the committee's chief investigator, J. B. Mathews. It was accepted and issued as a public report at a session at which only one member of the congressional committee was present, Martin Dies, its chairman. Moreover, in the case of the Consumers National Federation, it was issued without the introduction of evidence against the federation at any hearings, much less a chance to meet and confute charges which now have been blazoned throughout the country. There was neither common decency nor a shadow of justice in the whole procedure.

The Whole Child

LIKE a seven-year locust, and first from one neck of the woods and then another, has come the proposal to shift the U. S. Children's Bureau from the Labor Department to some other agency of the government—to the Office of Education, the Public Health Service, and now, to judge by straws in the wind, to the Federal Security Agency.

Our *Survey* volumes over the years are a running record of this long debate. That debate perhaps has been inevitable; for when the Children's Bureau was founded in 1912, through the efforts of Miss Wald, Mrs. Kelley and the others, it cut across all department fences and drove at a single purpose, to get at the *whole child*. And repeatedly since then it has demonstrated the advantage of having an independent coign of vantage from which, amid the preoccupations and proclivities of other agencies, it can fight single-handedly for the conservation of the interests of its sole clients—the children of the United States.

The Children's Bureau was a creative embodiment of the same principle of coordination now exemplified by the Federal Security Agency. Yet its transfer at this time to the new agency would not automatically lay the underlying threat to tear it apart. Perhaps a third of its activities are devoted to research and illumination in the whole field of child welfare; a third to enforcement of the child labor provisions of the Fair Labor Standards Act; a third to advances in child health under the social security program. If its work for child labor protection were left in the Labor Department, its work for child health given over in due course to the U. S. Public Health Service, we would be back at position A of thirty years ago. The functions and focus of the Children's Bureau would be splayed out and rendered innocuous.

Under the Labor Department, the Children's Bureau has had entire freedom to develop its going excellence and integrity. A sound case can be made for its retention there at this stage. Even if the bureau were kept intact at the transfer, the Federal Security Agency still has to achieve unity among its not altogether frictionless services, some of which in the past have tried to engross the Children's Bureau itself. We might find, in the transfer, that we had thrown the "whole baby" into the security wash, before it is safe for children.

Census Year

ON the first working day of the new year Uncle Sam began his sixteenth decennial nose-counting, the 1940 census. This will be much more than an enumeration of population. It will be, in effect, a collection of spot facts on the American way of life—what we do for a living, our working conditions, and what we earn and how we spend, how and where we live, the extent of our education, and so on. Assembled and tabulated, these facts will tell us what we have not known about ourselves since the depression swept current significance out of the data gathered in 1930.

The census began on January 2 with the collection of information on business, manufacturing and mining in the year 1939. This will cover some 3,170,000 concerns, will employ some 20,000 enumerators and will require six months to complete. On April 1, the big nose-count will begin with upwards of 121,000 enumerators and tabulators working under the direction of 560 district supervisors. Information sought will include, in addition to the usual vital statistics, exhaustive data on agricultural conditions, on employment and unemployment, and on living conditions in every household in the country. The schedules call for more social data than has ever been assembled on a national scale.

For the first time in the history of the census this one will take a look at the housing of the American people. It will count dwellings occupied or vacant, rented or owned. It will discover how much plumbing, refrigeration and other conveniences we have, the way we light and heat our homes, how much we owe on our mortgages and how much we think our property is worth.

When it is all over, when the last schedule has been turned in, the last tabulating machine has done its work and the last statistician made his ultimate breakdown of figures, we shall have a full set of X-ray plates revealing the insides as well as the outsides of American life "as is."

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The Social Front

The Insurances

EFFORTS were made by the Social Security Board to reach more than a half million workers with the news that they were eligible to draw their first old age insurance benefits on January 1. The 528,575 annuitants include those who reached the age of sixty-five in the early years of the plan and received lump sum payments; covered workers who reached the retirement age of sixty-five in the last three years but did not file benefit claims; workers who will turn sixty-five in 1940. About 178,000 persons received lump sum payments who, under the amended provisions of the Security Act, are now eligible for monthly benefits for the remainder of their lives. The amount of the lump sum payment will be charged against their benefit payments. John J. Corson, director of the Bureau of Old Age and Survivors Insurance, states that photostatic copies of the wage records of eligible workers have been distributed to the 400 field offices of the board to facilitate the task of informing covered workers that they can "come and get it."

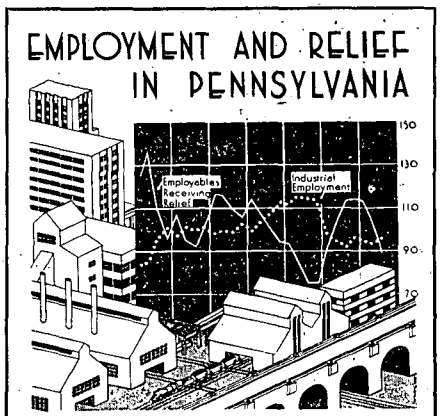
No Waiver—Illinois officials announce that workers covered by the state unemployment compensation law cannot waive their rights to benefits. Even though a worker has signed an agreement with his employer excluding him from coverage under the law, he is entitled to benefits if he is partially or wholly jobless, provided he is otherwise eligible. The state agency has received letters from a number of workers who state that they desire to be excluded. Some say that they have signed the requests because their employers asked them to do so.

New York Proposals—A drive to secure a "merit rating" amendment to the state unemployment compensation law was launched at the New York State Employers' Conference last month. Other business groups are urging such a change in the law which is opposed by most social insurance experts and civic organizations. The Ives legislative committee on labor and industry is expected to bring in a report on the subject.

Unemployed Seamen—The Social Security Board has been requested by Paul V. McNutt, federal security administrator, to complete as soon as possible its studies, now in progress, relating to unemployment compensation for seamen. Mr. McNutt points out that old age insurance was extended to seamen in the last session of Congress, and that the recent neutrality legislation has emphasized the need for unemployment insurance coverage. In its report of December 30, 1938, the board recommended a federal unemployment compensation measure "covering all maritime employment which cannot be brought under state laws."

The Churches—Several months of study by a special committee of the National Council of the Protestant Episcopal Church have resulted in the recommendation that social security benefits be extended to all the church's lay employes. At a meeting in New York last month the council voted to back some pension provision "for all lay persons retiring at the age of sixty-five from the service of the church" should Congress fail to enact an amendment to the Social Security Act "dealing specifically with the employes of religious or other nonprofit agencies." But the trustees of the Church Pension Fund, an organization providing old age and survivors pensions for Episcopal clergymen, have taken issue with the council by reiterating their opposition to the inclusion of church workers within the Social Security Act, on grounds that "the fund might be seriously affected if taxes should be imposed upon the churches."

Down South the Tennessee Baptist Convention has approved a plan devised by the Southern Baptist Convention for old age protection for ministers and church workers. The program provides maximum monthly payments amounting to half their average salaries for those who have served twenty-five years or more. Those with shorter service records will receive proportionately shorter benefits. Ministers will pay 3 percent of their salaries into a retirement fund. This will be matched by churches, and the state board will add 2 percent. A parallel plan for employes of the state board calls for 3 percent contributions from both employers and workers.



The ups and downs in industrial employment and in the number of employables aged eighteen to sixty-four on relief between January 1932 and October 1939, graphically shown by the Bureau of Research, Department of Public Assistance.

Record and Report—Prepared as "a tool for those seeking the facts about social security problems," the revised edition of the selected bibliography prepared by the industrial relations section of the department of economics and social institutions of Princeton University includes current titles on unemployment, old age, and health insurance. Price 25 cents from the university.

Relief and WPA

CONGRESS'S stipulation that localities must contribute a minimum of 25 percent to the whole cost of WPA projects within a state goes into effect this month but is not expected to cause any drastic upheavals. By the middle of December the local contribution in most states had already risen or surpassed this proportion. At that time there were 1,930,463 persons employed on WPA projects throughout the country, though the federal government had funds available for the employment of two million persons a month to the end of the fiscal year, June 30, 1940.

There are now local work relief programs in thirteen states, most of them on the basis of the employe "working out" his relief allowance. Federal officials have urged localities where such projects are operating not to employ people at relief wages for maintenance work which should be a regular function of local government.

Decentralized—"Township financing of relief without outside assistance inevitably results in the poor helping the poor," concludes a report of the Wisconsin Public Welfare Department. The report points out that between 1935 and 1939 the number of units administering relief within the state increased from 364 to over 1000 because of the adoption by the counties of the township system of relief. The increase in local units began in 1935, but until 1937 the state reserved the right to insist on a minimum standard of

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relief distribution and efficient administration. After 1937, entire responsibility for standards of eligibility and budgets was assumed by local officials. The report refutes the statement that local administration has resulted in appreciable reductions in relief costs by pointing out that such reductions as have occurred can be laid to the door of improved economic conditions, transfers to other assistance programs, or to "reductions of relief standards below a standard of decency and health."

Single Person Costs—Relief costs for single persons are way out of proportion to the cost for family cases according to a recent study in *Men of St. Louis,* monthly bulletin of the St. Louis Bureau for Men. In a comparison of costs in eighteen cities it was found that in only seven of them were costs for single persons less than half the costs for a family case, though family cases consisted on an average of from three to four persons. Cincinnati had the highest single person cost ratio. In that city the cost of relief for each single person is 70 percent of the average family case. New York had the highest single person case cost—$25 per month. The lowest ratio—as well as the lowest cost—was in St. Louis where the $8.33 per month expended on a single person comes to 38 percent of the cost for an average family case. Says *Men of St. Louis:* "Relief standards for single persons in St. Louis are shockingly inadequate and . . . St. Louis' position at the bottom of the list is due to this fact rather than to efficiency."

Closed Cases—The "fluidity characteristic" of relief is the subject of close scrutiny by Samuel E. Martz of the industrial research department of the University of Pennsylvania in "A Study of 311 Cases Closed, Due to Private Employment, by the Philadelphia Department of Public Assistance in March 1938." Case records are broken down in a variety of ways which, when reduced to averages and percentages give some indication of the employment expectancy of both white and Negro relief families.

The study revealed that 24 percent of the jobs secured were part time; 40 percent were in skilled and semi-skilled occupations in the manufacturing and mechanical industries; 23 percent in domestic and personal service. However, 84 percent of the jobs found by Negroes —who had a much smaller representation in the closed cases than in the total relief case load—were in domestic and personal service while only 8 percent of their jobs were in skilled work.

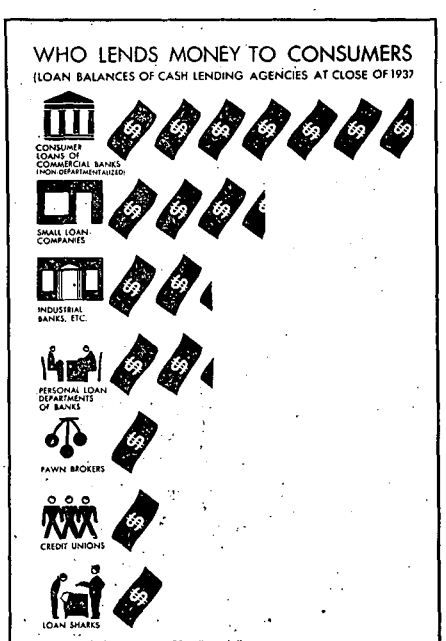
That life is not all roses for those who manage to get off the relief rolls is indicated by the average wage of those individuals who obtained jobs—$18.22 a week. The average for Negro workers was only two thirds of that for whites—$13.84 as compared to $19.88. The low mark was hit by the women's wages—$12.50.

Old and Young—Arkansas's State Department of Public Welfare reported last month that in November it had expended $103,562 to aid 17,396 old persons under the old age assistance program; $32,521 for 19,958 children under aid to dependent children. This averages $9.56 per oldster; $2.96 per youngster. General relief was an also ran with $18,016 for 4000 families. . . . In California dependent children receive $15 per month, half the amount allowed old folks. With the most generous old age allowances of any state, California drops to seventeenth place in generosity to children.

One in Five—Public and private welfare agencies in Providence, R. I., recently cooperated in making a study of families receiving assistance within the city. "One Family in Five," by Dorothy W. Myers, published by the Providence Council of Social Agencies, 100 North Main Street, reviews the results of this study. A careful sifting of files revealed that there were 12,525 different households receiving some kind of relief at one time—more than 20 percent of all the families in Providence. Alien haters will be relieved to learn that 90.5 percent of the heads of these families were citizens and many of the families of the other 9.5 percent had children who were citizens. However, less than half the households consisted of a normal family group; 19 percent—not counting old age assistance recipients—were single persons living alone, a much higher proportion than in the city in general.

A study of the living arrangements of those families consisting of four or more persons showed that two thirds of them were living in four or five rooms, regardless of the size of the family. One seventh had less than one mattress for each two members; two thirds had only one blanket apiece or less.

Fourteen percent of all dependent families in Providence were receiving help from two sources, the most prevalent combination being state unemployment relief and WPA. Thirty-eight percent were dependent on WPA alone; 25 percent on state unemployment relief only; 17 percent on the federal-state categorical programs; one percent on private philanthropy.


WHO LENDS MONEY TO CONSUMERS
(LOAN BALANCES OF CASH LENDING AGENCIES AT CLOSE OF 1937
CONSUMER LOANS OF COMMERCIAL BANKS (NON-DEPARTMENTALIZED)
SMALL LOAN COMPANIES
INDUSTRIAL BANKS, ETC.
PERSONAL LOAN DEPARTMENTS OF BANKS
PAWN BROKERS
CREDIT UNIONS
LOAN SHARKS
Each symbol represents 100 million dollars

How the "loan shark" operates, and rules for distinguishing the legitimate small loan agency from its unsavory competitor are discussed in the latest Public Affairs Pamphlet, "Loan Sharks and Their Victims." Price 10 cents from the Public Affairs Committee, 30 Rockefeller Plaza, New York.

Refunds—During 1939, New York City's Welfare Department received voluntary refunds amounting to approximately $300,000. This money was turned in by former recipients of home relief, old age assistance and every other type of aid, who had experienced a change in fortune. Some of it came from those who told of potential resources at the time of application and agreed then to reimburse the department when and if the assets were liquidated. Much of it, however, came from persons who felt a moral obligation to repay the city for helping to tide them over a bad period. Among the latter were not only persons who had struck some unexpected funds, but also those who were living on small salaries, a part of which they carefully saved for periodic repayments to the department.

Another Bleak Year—Though need has been demonstrated for a substantial increase in welfare expenditures for the District of Columbia, only $17,000 has been added to the budget for the 1940-41 fiscal year. The total budget recommended by the District commissioners for all assistance programs is $7,368,177.

Growing—The last two months have witnessed rapid expansion in the food stamp plan for distributing surplus commodities. By the middle of December, twenty-eight localities had been named for inclusion in the plan, while in some places where it was operating its area was extended from cities to whole counties. Announcements from the Federal Surplus Commodities Corporation indicated that by January 1, thirty-five areas would have been designated. Requests for inclusion were coming in from locali-

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ties all over the country. Most sweeping was from Pennsylvania, whose secretary of public assistance asked for the program for the whole state.

That the growth of the stamp plan is not likely to be limited to area extension but may also go in the direction of product extension, taking in cotton goods, recently was disclosed by the FSCC. The cotton textile industry has requested the government to include certain articles of clothing and bedding among the products which can be purchased with the blue stamps. This request is backed by the congressional order to spend $12 to $14 million of the $193 million voted for the removal of agricultural surpluses, on finding uses for surplus cotton. Blocking wholehearted enthusiasm on the part of government officials, however, is the fact that in the stamp purchase of the simplest cotton goods only 30 cents of each dollar would go to the farmer for cotton, the rest would go for labor, processing and transportation.

In Print—One of the newest of the rapidly multiplying news sheets of state welfare departments is the monthly bulletin of the Arkansas State Department of Public Welfare. The bulletin takes the form of a mimeographed booklet combining the presentation of departmental developments with homespun philosophy. From the department, Little Rock, Ark.

The Public's Health

BOSTONIANS who earn less than $3500 a year may become members of Health Service, Inc., a group medical plan sponsored by some of the city's prominent laymen including an economist from Tufts College, the manager of the Chamber of Commerce retail board, a union secretary, the regional wage and hour administrator. Members of Medical and Surgical Associates, another non-profit corporation affiliated with Health Service, will act as the service's medical directors and will examine and appoint about 100 doctors to serve the subscribers. Heading Medical and Surgical Associates is Dr. Hugh Cabot who, as a member of the Committee of Physicians (see "Senators, Doctors and National Health," by Michael M. Davis, *Survey Midmonthly*, September 1939) has long been an active protagonist for group medical service.

In the beginning, Health Service doctors will be paid monthly for services rendered and will use their own offices, but the organization hopes to be able eventually to engage a full time staff of physicians and to set up a clinic. Subscriptions will cost $1.50 per month for single persons, $2.50 for married couples, 50 cents apiece for children under twenty-one. The maximum charge per family will be $4. Services will include complete medical, surgical and preventive care, tests, X-rays; but no hospital service, medicines, nursing, medical appliances, treatment for alcoholics, radium for cancer.

Already the organization has raised $3000 to get itself going. It also has at its disposal a $20,000 emergency fund set up by Boston philanthropists. It hopes to have 4000 members, the minimum needed to make it self-supporting, in time for its scheduled opening date, March 1.

Paradox—"It seems like a waste of money to feed and clothe and shelter men and women, boys and girls, only to have them contract a disease, and either to die or become so physically disabled that they can never be rehabilitated," asserted Tennessee's commissioner of welfare in pointing out the need for medical care for the underprivileged in that state. A few weeks ago the state rejected the application to practice of three physicians from Vienna on the grounds that they had not received their education in the United States. The physicians had offered to confine their services to rural mountain areas where medical care is practically non-existent.

About Tb.—All Negro patients registered with the Provident Hospital Clinic in Chicago—30,000 of them—are to be X-rayed within the next year in a search for unsuspected tuberculosis. The families of those found to have the disease will also be examined. The project is being sponsored by a $3000 grant from the Julius Rosenwald Fund to the University of Chicago with which the hospital is affiliated. . . . Tuberculosis incidence is twice as high among relief families in New York City as among the general population, according to the results of an analysis of 134,384 chest X-rays taken over a four-year period by the Department of Health in cooperation with the WPA. . . . Sponsoring an educational campaign to create a demand for protective examinations on the part of employers and employes is the American Academy of Pediatrics. According to the academy, approximately 2 percent of the teachers actively engaged in elementary and secondary schools in the United States suffer from tuberculosis. The estimate is based on figures compiled in 1936.

Trouble—Latest flare-up in Michigan, fertile source of news items, is between Governor Dickinson and the Crippled Children Commission. The governor has asked the commission to resign because its members think that "a family which cannot afford to pay anything to a doctor should have a higher priced specialist at the expense of the taxpayers." The governor specifically condemned the commission's action in fixing a uniform statewide schedule of physicians' fees for state cases which, he said, were "higher than local probate judges can get the work done for."

KATHARINE F. LENROOT

January 2 was just the day after New Year's to most people, but for Katharine F. Lenroot, chief of the U. S. Children's Bureau, it was something special, the twenty-fifth anniversary of the day when, fresh out of Wisconsin, she joined the staff of the bureau, and embarked on a career that has made her one of the outstanding women in public service. Miss Lenroot served for six years under Julia Lathrop, first chief of the bureau, and for thirteen under Grace Abbott. The progress of the bureau, its tradition of concern for "the whole child," is, she says, "in her blood stream."

New York Plans—Two non-profit medical expense indemnity plans have received go-ahead signals from the New York State Insurance Department under the enabling act passed last June. (See *Survey Midmonthly*, August 1939, page 254.) The new organizations are Medical and Surgical Care, Inc., of Utica and Associated Health Foundation, Inc., of New York City. Medical and Surgical Care will serve residents of twelve upstate New York counties. The annual charge will be $16.80 for a wage earner, $13.80 for his spouse and each unmarried dependent between the ages of sixteen and eighteen. Younger dependent children will be insured for $8.40. The subscriber will be covered for doctor bills up to $225 a year, the subscriber and one dependent up to $325, three members of the same family up to $425. The first $10 in the illness of any member of the family must be paid by the family.

The Associated Health Foundation will serve residents of four of New York City's boroughs (Richmond excluded). Dues are $18 a year for an em-

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ployed person, $30 for a married couple where one member is employed, $7.50 for a dependent child under sixteen, $12 for a dependent child between the ages of sixteen and eighteen. There is no limitation on the amount that will be paid.

Though these plans received permits under the legislation for indemnity insurance, they are in reality service plans, though not group service plans. Under them payments go to a panel doctor for services rendered rather than to the family for cash expended.

Social Hygiene Day—Plans for National Social Hygiene Day, February 1, include release of a new sound motion picture on syphilis called, "With These Weapons." Other plans for this fourth annual observance of a day for stock-taking in the war against syphilis and for the mapping of future strategy, involve more than 5000 community and regional meetings throughout the country. This year attention will be focused on the problem of medical quacks and unscrupulous druggists who diagnose and treat venereal diseases in violation of the law.

In Print—Recommendations for amending the Social Security Act to include a health insurance program are included in "Health Insurance," a booklet published by the committee on social welfare of the City Club of New York, 55 West 44 Street, New York. (Price 20 cents.) Prepared by a lay group after an exhaustive inquiry into the subject, the booklet enumerates five essential points: a prepayment plan to cover complete medical care for all sickness other than chronic illness or illness cared for by governmental agencies; disability compensation; protection for the family as well as the wage earner; contributions from employer, employe and the government; free choice of physicians. Says the committee in a letter to the club's board of trustees: "Health, as a social problem, falls very properly within the province of a civic group such as the City Club, not only in its humanitarian aspects but also because we are consumers of medical service and representatives of the community which, in the final analysis, foots the bill for neglected health, risk of communicable disease, labor dissatisfaction and inefficiency, and relief rolls."

The Blind

TRACHOMA practically has disappeared from the schools of New York City, according to Dr. John L. Rice, city health commissioner. Speaking at the recent annual meeting of the National Society for the Prevention of Blindness, Dr. Rice said that in 1909 there were nearly 45,000 trachoma cases in the public schools of the city. The disease has been wiped out by a campaign in which medical examinations of school children has been an important factor. Other "young" eye disabilities have been reduced by the control of infections at birth and the outlawing of air guns and firecrackers in the city. The twelve eye clinics maintained by the health department are visited annually by many thousand school children, some 25,000 of whom receive prescriptions for glasses.

Christmas Doings—A bulletin of the American Foundation for the Blind, 15 West 16 Street, New York, rounds up a wide variety of ways in which agencies concerned with the blind celebrate Christmas for and with their clients. Where Christmas baskets are still the order of the day, more and more effort is evident to distribute them "in the right spirit, at the right time and in the right amount." The Cleveland Society for the Blind reports that its baskets are always wrapped with white paper and gay twine, dressed up with evergreen branches and with green bows for men, red ones for women. "Although the totally blind cannot see the effect, they all know about it, and treasure the evergreen boughs for their fragrance." The Seattle Lighthouse tells of decorating its gifts and baskets with rustling cellophane and tiny bells, and of filling them with Christmas dainties instead of drab staples.

In Chicago, the Blind Service Association includes theater and opera tickets on its Christmas gift list. The Junior Federation of Women's Clubs of the state of Washington sends braille Christmas cards to all of the known blind throughout the state. Many agencies, like the Syracuse Association of Workers for the Blind, use the seasonal interest to stimulate year-round attention to the needs of the sightless. Several, including the New York Association for the Blind, remembering that most people enjoy being on the "giving end" perhaps more than on the "receiving end," and that the blind are people like the rest of us, help them to bring Christmas to others through service to shut-ins or to community organizations.

Here and There—In support of his claim that Virginia has "a more complete and well rounded program of services for the blind than can be found elsewhere in this country," L. L. Watts, executive secretary of the Virginia Commission for the Blind, reports that out of the state's 4000 recorded cases of blindness less than 900 are receiving direct assistance. This, he says, "demonstrates the effectiveness" of the program which includes advanced methods of prevention of blindness, sight conservation, vocational training, placement, instruction in homes and schools. It engages twenty-eight professional employes and numerous volunteers. . . . In two different court cases the Pennsylvania State Department of Public Assistance is having to defend itself against charges of illegal action in administering aid to the blind. The City of Philadelphia has applied to the courts for a writ of mandamus to compel payment of a pension withheld because the applicant is an inmate of a municipal institution. The Pennsylvania Federation of the Blind is bringing suit to recover bonds required illegally, it is alleged, of blind applicants for aid. . . . The proposed amendment to the Kentucky state constitution permitting state aid to needy blind was not advertised by the secretary of state in time to be voted upon at the November election, so the whole matter is stalemated for the time being. Professor Harry Best, of the department of sociology, University of Kentucky, long a protagonist for aid to the blind, considers it doubtful whether the amendment is necessary for the purpose, but since Kentucky lawyers think it is, the fight for the passage of the amendment must go on. Kentucky ranks fourth among the states of the union in its ratio of blind persons to total population.

Getting Together—Representatives of some five or six public and private agencies in Indiana recently met at the invitation of the state welfare administrator, Thurman A. Gottschalk, to consider means for coordinating and improving such services for the state's blind as sight saving classes in schools, adequate treatment for needy adults, enlarged work opportunities, better marketing for the products of workshops for the blind, and the development of a permanent council to study and report on local and state programs.

In the "Chests"

THOSE who feel the need of rose-colored glasses might enjoy a glimpse at the returns for community chest campaigns, incomplete at this writing but sufficient to indicate trends. Aggregate total in the middle of December was $40,187,565, an increase of nearly 4 percent over the amount raised for the same chests last year. Five chests took in 140 percent of the amount collected a year ago. One chest, that of Vancouver, B.C., had to compete with a war chest that reached 52 percent of last year's community fund. Nevertheless, the welfare federation managed to increase its community chest 18 percent over its size last year.

Not since 1931 have the chest drives come so near to their goal. This year they reached, on an average, 97 percent of goal as compared to 98 percent in that last "nearly good" year. Highest

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goal percentage was hit by New Britain, Conn., which went over the top with 15 percent to spare. Next was Jackson, Miss., whose wagon rolled 14 percent beyond its star.

Cleveland, city of relief crises (see page 14), strangely enough led all other cities in "dollar increase," taking in $141,569 more than last year. Detroit had a large increase—$93,051—much of which is attributable to the fact that one of the large motor companies opened its doors to employe solicitation for the first time in many years.

Behind this improvement in fund raising obviously was the business upswing which rose nearly 20 percent in volume during the two months of most active chest campaigning. The chests themselves, however, deserve some credit because of their alertness in improving campaign organization in order to take advantage of the business trend.

Of the 149 chests reporting complete returns, seventy-one surpassed last year's pledges and reached or surpassed this year's goal; thirty-seven which did not make their goal reached an amount above what they raised last year. Of the eighty-three chests whose reports are incomplete, thirty-one have already surpassed last year's collection, and twelve of these are beyond their goals. Four communities with new chests raised a total of $69,847 this year in comparison to the $33,153 raised last year by separate agencies.

Against Crime

MORE than one hundred persons in Massachusetts were so concerned with the problem of child delinquency after the publication in 1934 of Sheldon and Eleanor Glueck's "One Thousand Juvenile Delinquents" that they met regularly for two years to try to evolve a solution. Representative of the various child caring fields—the schools, children's placement agencies, correctional institutions, psychiatric services—they conducted an exhaustive inquiry into the possibilities of each field for more actively combating the forces which create juvenile delinquency. The results of their deliberations recently appeared as a booklet, "Juvenile Delinquency in Massachusetts," published by the Massachusetts Child Council, 41 Mt. Vernon Street, Boston. Price 50 cents.

Most flagrant ignoring of modern child welfare theories in Massachusetts, according to the study, is in the legal set-up. There is at present only one bona fide juvenile court in the whole state, and this has jurisdiction only in a part of the city of Boston. In a recent year, over 500 children were detained temporarily in jails, many because of lack of bail.

Each section of the study ends with a summary of recommendations. Among them: establishment of a statewide system of juvenile courts where cases would be conducted as chancery proceedings; use of foster homes for detention as well as treatment purposes; establishment of a treatment board to which the court would commit all delinquents; establishment of neighborhood child councils to work with pre-delinquents and gangs. The last chapter of the booklet describes with enthusiasm the workings of one such demonstration council which unfortunately "suffered the inescapable termination that befalls WPA undertakings." While the study is concerned mainly with plans for reducing delinquency in Massachusetts the problem is universal enough to make the resultant suggestions worthy of study in any state.

Advance—Second southern state to undertake a system of adult probation is Alabama where a recent constitutional amendment granted the legislature the authority to enact a probation law. Under the act, which immediately followed the amendment, circuit and other judges from whose courts appeals can be taken directly to the supreme court or court of appeals, may apply probation if the jury has not imposed a sentence longer than ten years. Decisions are based on thorough investigations ordered by the judge. Lifting the probation is at the judge's discretion.

Along with probation Alabama is inaugurating a new parole system. Under this no prisoner will be paroled until gainful employment has been found for him or until it is reasonably certain that he will not become a public charge. The plan is administered by the new state Board of Pardons and Paroles. Parollees will be supervised by parole officers. Formerly, in Alabama, parole responsibility rested with the governor and there were no facilities for supervision.

Training—Criminology for prisoners is part of the new educational program in one of Indiana's state prisons. Prisoner interest made the subject a topic of discussion in a class in practical citizenship inspired by last year's recommendations of the Prison Industries Reorganization Administration concerning the inclusion of training programs in the state's prisons. Three institutions, the State Prison, the State Farm and the Woman's Prison, aided by the State Department of Welfare and Education, already have adopted the four types of training outlined by the PIRA: academic, industrial and vocational, agricultural, avocational and recreational. Classes in literacy have been established in the State Farm and State Prison where 10 percent of the inmates are illiterate. Bricklaying, auto mechanics, dairy work, poultry raising and cannery work are among the agricultural and vocational projects. Avocational and recreational programs include handicrafts, newspaper publication, athletics. Among the projects at the Woman's Prison are literacy training; a current events discussion group; a mother's club where health, hygiene, child care, budgeting and food preparation are studied; industrial sewing; choirs and other musical groups; dramatics; handicrafts.

Defective Criminals—An institution for mentally defective criminals who are not insane is soon to be opened in Pennsylvania according to a recent announcement by the state administration. The buildings to be used are those at Huntingdon now serving as the Pennsylvania Industrial School. They will be converted to their new purpose as soon as the school's inhabitants can be transferred to an institution now under construction near Harrisburg.

The opening of the prison for mental defectives will climax a long struggle within the state to provide for permanent segregation of feebleminded criminals and criminals who are both feebleminded and psychopathic. Sixteen years ago the state acquired the site for such a purpose, but a building never appeared. Says the *PCA Herald,* organ of the Public Charities Association, of the new arrangement: "It will make it impossible for them (crimi-

DAVID DRESSLER

"This picture really doesn't look like me," says David Dressler, new executive director of the New York State Division of Parole. But the members of the parole division need no help to recognize their new director who has been with them since 1931, serving successively as senior parole officer, case supervisor and chief parole officer. In his present position, Mr. Dressler, who has a string of degrees culminating in a PH.D. from New York University, succeeds Frederick A. Moran, recently named to the State Parole Board.

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nal defectives) to return to our communities again to continue their depredations. . . . They are not eligible for the Fairview State Hospital for the criminal insane because they are not insane. They are not cases for ordinary hospitals for the mentally ill because they are criminal, nor are they suitable for homes for the feebleminded for the same reason. They should not remain in our state or county prisons where they can be readily paroled."

Prison Industry—Silk is soon to be produced in the prisons of Alabama if plans now underway are carried through. Already a contract has been signed by the state with a New York firm which will furnish certified silkworm eggs. Alabama will devote twenty acres to the cultivation of 20,000 mulberry trees, a permanent banquet for the worms. Several attempts have been made in the past to set up silk production as a prison industry but all were soon abandoned. In the early nineteenth century two New York prisons ventured into the business, Auburn and Mt. Pleasant (now Sing Sing). Auburn actually produced sewing silk for five years, but the enterprise was financially a failure.

Community Affairs

REPEAL of the "socially distasteful" alien restrictions in Pennsylvania's public assistance law (see *Survey Midmonthly*, October 1939, page 316) is the stated objective of the coordinating committee on aliens recently formed by the Federation of Social Agencies in Pittsburgh and Allegheny County. More immediate purpose of the committee is to deal with emergencies expected to arise after January 1, when aliens who had not filed their declarations of intention before that date could no longer apply for public assistance. The committee also is gathering statistics on the number of aliens who apply to private agencies because of the effects of the law. Up to the first of the year it devoted most of its time to seeing that all aliens were aware of the law and to assisting them in filing their declarations.

Objectives—When the publicity department of the Cleveland Community Fund requested the interpretation committee of the Welfare Federation to furnish it statements of agency objectives, the result was a general clearing of the air by member agencies so that they as well as other agencies could get a good view of their *raisons d'être*. What they saw is published in a mimeographed booklet, "A Statement of Objectives of Community Fund Agencies in the Case Work Council," containing concise explanations of the workings of the thirteen agencies concerned. Each statement announces exactly what the agency hopes to achieve, its method of working, its limitations, its expression of unmet needs "for once without relation to finances." The statements were not prepared at the drop of the hat but were carefully worked out in a series of meetings by representatives of the agencies with the committee on interpretation and its subcommittees. "Perhaps," says the introduction to the booklet, "most important of all; the meetings offered an opportunity to the participants to view their field of social work in its entirety and to appreciate its traditions, aims, accomplishments, and shortcomings." Other more tangible values have been gleaned from the experience by those agencies which have dressed up their statements with print and photographs and distributed them to interested individuals.

Public Opinion—That publicity still has a big job in clearing out the fogginess in the public's mind concerning voluntary welfare agencies and their unified fund raising activities is indicated by the results of two recent public opinion surveys. Prior to its fall campaign the United Charities in Philadelphia called in a commercial firm which assumed the cost of discovering just what Philadelphians know and think of the city's philanthropic set-up. The firm made 681 calls on persons representing a cross section of the city's population. Earlier in the year there was published, "The Public and the Community Chest," by Robert Irving Diller, a voluminous report of the results of a similar survey in Akron, Ohio, compiled from 1249 questionnaires, either sent out through the mails or delivered through personal calls.

Both the Philadelphia and Akron surveys made some startling discoveries of the ignorance of the man-in-the-street so far as his community services are concerned. In Akron those who answered the questions were on the whole more well-informed than those in Philadelphia, but this may be attributable partly to the fact that interested individuals are more apt to return written questionnaires than disinterested persons.

In Philadelphia only one sixth of those questioned knew that the campaign's fund collecting was done by volunteers; in Akron many persons confused private and public welfare agencies and expressed the opinion that chest fund distribution was controlled by politicians. Charges of discrimination in distribution were more prevalent in Philadelphia where the number of those who believed that the money was distributed fairly was nearly equaled by the number of those who replied that they did not know whether it was or not. Discrimination charges were usually on the basis of race or religion. In Akron, where the questionnaire contained a space for "known cases of discrimination," charges were rare.

Probably the most unexpected result in the Philadelphia opinion survey was the expression of preference for donating to single charities, 342 persons preferring the single charity method of contributing to the 255 who preferred the united campaign. Eighty-four did not care. In Akron many protests were registered against the use of funds for "character building" agencies, comments indicating that, in John Q.'s mind, giving is still closely associated with old fashioned "charity."

Negro Welfare—The standing committee on Negro welfare, formed last spring by New York City's Welfare Council, recently set forth a list of immediate activities through which it will strive to improve Negro life in the city. These include action for wider use of community centers in public schools in Negro neighborhoods; investigation of charges of racial discrimination by public officials in planning school programs; integration of voluntary non-profit employment services; improvement of social services for adolescents; better health education and facilities in Negro sections.

In Print—"Community Organization," published by the Welfare Council of New York City, is the report presented at the National Conference of Social Work last June of discussion groups in six cities formed within the community organization section of the conference. The report, compiled by Robert P. Lane, Mary Clarke Burnett and Arthur Dunham, presents those points on which the groups had come to agreement concerning the objectives of community organization along with recommendations for further thought and study. Price 10 cents (75 cents for ten) from the council, 44 East 23 Street, New York. . . . "Social Welfare in Denver—Yesterday, Today, Tomorrow," published by the Denver Council of Social Agencies is a digest of the proceedings of the second citywide conference of social welfare held last spring in Denver. It includes many of the papers given at the conference—the first since 1928—as well as charts and tables illustrating Denver's problems prepared by the council's bureau of social research. From the council, Denver, Colo.

Youth and Jobs

AN increase in public expenditure for the employment of the four million jobless young people of the country was recommended by the conference of business, education and labor leaders which met at the call of Federal Security Administrator Paul V. McNutt in Washington on December 13 and 14. Pointing

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out that a third of the nation's youth between the ages of sixteen and twenty-five is out of school and unable to secure employement, the conference urged that "immediate and vigorous action is necessary if very serious consequences to the nation are to be avoided." The conference felt that so far as possible employment should be provided through business, industry and agriculture, but "to the extent to which private enterprise does not provide jobs for youth who are out of school, unemployed, and seeking work, public employment should be provided." Several youth groups have taken sharp issue with the conference finding that suitable public employment opportunities could be provided at a cost of $450 a year for each young person employed, holding that this expenditure would not make possible variation in project, adequate material and supervision or anything above a "relief wage." The conference recommended an investigation by a committee of the conference as basis for an enlarged NYA program.

Novel Contest—An award of $1000 will be made to the author of the best novel dealing with American youth submitted to Modern Age Books before May 1. The money is being donated by the Kaufmann Department Stores, Pittsburgh, Pa., to "facilitate the work of younger novelists who are attempting to record the impact of social forces on their generation." For further information address the editor, Modern Age Books, 432 Fourth Avenue, New York.

NYA Conferences—A series of conferences are being held by the National Youth Administration this winter in strategic centers in every state to stimulate the employment of youth in private industry. Some states—notably Wyoming—are organizing such meetings in each county. Others, like Pennsylvania and Missouri, plan a continuing series of conferences, meeting in towns and smaller cities rather than in the big centers. The public employment service, the Rotary Clubs and other organizations are cooperating in this effort to find openings for jobless youth.

Philadelphia Youth—Between 1931 and 1937, unemployment among youth has been more severe than for older workers in Philadelphia, with a third of employable young people in that city unable to secure jobs. Unemployment has fallen with special hardship on new workers (those without occupational experience) who constituted one percent of the employable population in 1931, as compared with 6 percent in 1937. From 12 to 17 percent of the workers placed by the State Employment Service in these years were under twenty-five years of age, less than the proportion of this age group in the total number of job applicants. The combined efforts of the governmental agencies in 1936 provided work for only about 10 percent of the estimated number of unemployed young persons in Philadelphia. These are some of the striking facts brought together and discussed by Samuel E. Martz in "Employment Problems of Youth in Philadelphia, 1931-1937," a study recently completed for the Pennsylvania School of Social Work.

Schools and Education

THE dismissal of Dr. Moyer S. Fleisher, professor of bacteriology at St. Louis University, is condemned as unjust by the investigating committee appointed by the American Association of University Professors, in a report published in that organization's December *Bulletin*. The controversy arose over a meeting on behalf of Loyalist Spain, of which Dr. Fleisher was one of the sponsors. The report makes clear that the chief point at issue was not Dr. Fleisher's sympathy with the Loyalist cause, but the fact that the meeting was addressed by a Father Michael O'Flanagan, advertised as an Irish Catholic priest in good standing, but actually an "unfrocked" priest who "had used every opportunity to speak offensively of the Catholic church." St. Louis University is a Jesuit institution. After detailing the course of the difficulty from the time of this incident to Dr. Fleisher's dismissal, eighteen months later, the report concluded that the professor's conduct did not justify dismissal, that the decision to take this drastic action was reached by President Crimmins "only after constant pressure on him from outside sources," and that Dr. Fleisher was not only denied a hearing, but "his request for one was strongly disapproved of by the administration as incompatible with the organizational pattern of the university."

Merger—A plan for merging the Lincoln School and Horace Mann School of Teachers College, Columbia University, is proposed in a report prepared for a committee of Lincoln School parents by Luther H. Gulick, director of the Institute of Public Administration. Lincoln, internationally known as a "progressive" school, is the second experimental wing of Teachers College to face liquidation as the result of an economy drive. It was announced last spring that the current year would be the last for New College, which has pioneered in trying to devise new and freer methods of teacher training. Horace Mann and Lincoln are each reported to have deficits, that of the former amounting to nearly $250,000, of the latter to less than $90,000, the difference being due, the report states, to the income from a $3 million endowment given to Lincoln by the General Education Board. The proposed program would merge the plants and resources of the two schools, develop a fourteen-year program, and by the consolidation effect economies which would make possible a student cost of $350 per pupil, $150 less than the present cost at Lincoln. The report suggests September, 1941, as the date of the merger. The parents' committee recommended the acceptance of the report on the basis of Parent-Teacher Association policy at Lincoln. Many parents of Lincoln School pupils and friends of the school are protesting the plan, holding that the analysis of costs is in error at important points, and insisting that the proposal means the defeat of the principles and program on which Lincoln was founded.

Exploration—The desirability of preparing teaching materials or facilitating the distribution of materials relating to the courses and methods of propaganda, backgrounds of the war, American neutrality, means of effecting world peace, will be explored in a study directed by Prof. Francis J. Brown of New York University. The study is made possible by a grant to the American Council on Education, 744 Jackson Place, Washington, D. C., to explore the needs of American educational institutions in the present international crisis.

Negro Teachers—A federal judge has issued an injunction restraining the board of education of Anne Arundel County, Maryland, from paying lower salaries to Negro teachers than to white solely because of race or color. The suit, which was backed by the National Association for the Advancement of Colored People, was brought by Walter Mills, principal of a five-teacher school at Camp Parole, Md. Mr. Mills' salary is $1050 a year, while the county pays white principals of equal training, experience and position $1800 a year. The N.A.A.C.P. states that the decision means that Negro teachers in Anne Arundel County will receive about $45,000 more in salaries than they have been receiving.

The Degree Problem—"All over the country teaching and other vacancies are being filled by degrees, not men or women," declares Frederick P. Keppel, president of the Carnegie Corporation of New York in his annual report. Mr. Keppel holds that "the creation of academic degrees has increased to a preposterous point," in this country, pointing out that in 1935-6, colleges and universities awarded 163 kinds of degrees, creating 143,000 bachelors, 18,000 masters and 2700 doctors. "Only in a few strong professions," he adds, "notably medicine and law, and the older branches of engineering, can it be said that the pos-

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session of a degree today necessarily means anything." . . . Another important annual report in the field of education, that of Nicholas Murray Butler, head of Columbia University, also deplores the overemphasis on degrees as such in this country today. President Butler points to the negative correlation between research and teaching ability, holding that in many instances the meticulous and detailed scholarship required for obtaining a doctor's degree unfits a teacher for presenting the subject matter of his field to immature minds. Neither educator proposes a solution for the problem he presents.

The Value of College—The economic worth of college education to women (leaving out of consideration its cultural aspects) is questioned in a report issued jointly by the American Association of University Women and the Women's Bureau of the U.S. Department of Labor. The report, covering the 1925-35 decade, states that the investment of time and money as reflected by earnings does not seem justified except for women who have secured a doctor's degree. The report is based on answers to a questionnaire returned by about half the employable members of the A.A.U.W. Of the women who have their doctorates, 55 percent have reached annual earnings of $3000 a year or more; 33 percent between $3000 and $4000; 22 percent over $4000. These were the highest salaried divisions reporting. Only 17 percent with master's degree, or with that degree and further training, had reached $4000 or better; only 8 percent of those with bachelors' degrees alone, or that degree plus further training, had reached this level. Susan Kingsbury, professor *emeritus* of social economy at Bryn Mawr, chairman in charge of the study, also reported discrimination in the employment of women because of sex or marital status.

Volunteers

IF it were possible to count all the volunteers in social work, the total might prove to be as much of a surprise to the volunteers themselves as to their professional colleagues. Last year, for example, more than 20,000 Junior League members were engaged in some form of unpaid social and community work. In Detroit, "units of volunteer service" rendered to a hundred agencies by men and women as committee and board members and in case work, group work and various other service activities, added up in a single recent month to 20,330. The Children's Hospital of Detroit alone has as many as ninety volunteers under the direction of Edith R. Hamilton. These volunteers are assigned to "staff members who request them and are prepared to give them adequate supervision."

Training Programs—Although the Girl Scouts always have emphasized the importance of training their leaders, 99 percent of whom are volunteers, experimentation with a new activities program has impelled them to further efforts in this direction with conferences, study courses, round tables and institutes adapted to the needs of council and committee members. Printed study material includes suggestions for organizing troops, administering and financing scouting, and other related matters. "One week training courses," says Alice Wagner, adviser on council membership of the personnel division of the national headquarters, "are growing steadily in popularity among council members." . . . The YWCA, another agency that has long had a program for training its board and committee members, group leaders and other volunteer workers, reached seventy-one associations last year with its volunteer leadership institutes and attracted 1688 individual participants.

At the Red Cross—At the annual two-day meeting of the National Committee on Volunteer Service of the American Red Cross, Mabel Boardman, national director of volunteer service, announced two new training courses for volunteer Red Cross workers, one for Nurses' Aides for staffs serving in civilian hospitals, with registered nurses of the Red Cross Nursing Service as consultants; the other for the Gray Ladies, whose work in various types of recreational therapy is in the future to be utilized in civilian as well as military hospitals. Miss Boardman also reported that large quantities of surgical dressings and warm garments made by women volunteers in American Red Cross chapters have already been shipped for the European war refugees, and others will follow as soon as cargo space can be obtained. Most of the knitted sweaters, socks, hospital operating gowns, convalescent robes, dresses, coats, layettes, will go to Poland and Finland. Samples of these garments were inspected with interest by members of the committee from all over the nation, including two honorary vice-presidents, Mrs. William Howard Taft and Mrs. Woodrow Wilson.

Special Field—An indication of the way agencies are seeking to develop the potentialities of volunteers is seen in the series of six discussion meetings for volunteers sponsored recently by the Greater New York Council of Agencies for the Blind with McEnnis Moore of the American Foundation for the Blind as chairman of the organizing committee. Affiliated with the council are twelve local, four state and three national organizations in the field of blindness and its prevention. Topics of discussion included the role of the volunteer in social work in general and in work with the blind in particular; service with public and private agencies and, most important, do's and don'ts for the volunteer from the standpoint of sightless Mary Doe. These meetings proved so stimulating that a second series is contemplated in New York with the probability that national agencies will promote similar conferences in other cities.

Stick-To-Itiveness—Last year ninety-six volunteer workers gave at least two half days or one full day a week at the New York Hospital, New York, according to Beatrice Meyer, secretary of volunteers. The volunteers, who had to promise service for at least three months in order to receive an assignment, worked as clinical or clerical aids in out-patient units; helped in the library service; entertained youngsters, singly or in groups, in the children's clinic playroom. They were assigned as aids in certain wards; as typists, laboratory assistants; technicians. Occasionally volunteers undertook an experimental service not provided for in the hospital budget in order to determine its practicability. A tea for volunteers and ex-volunteers is given every year, with an annual award of service pins and bars for service after the first year. About fifty of last years corps of volunteers are back on the job this season. Upwards of twenty of them stayed at their posts right through the summer.

Court Workers—Twenty-one volunteer members of the social service bureau of the magistrates' courts of New York City stand ready, when a magistrate requests it, to interview complainant, defendant or witness in a case, to clarify situations and bring into focus facts the magistrate may need in making his decision. They refer individuals to those agencies which can best help them solve their personal problems and, in exceptional cases, give direct financial aid to "tide over" an emergency. These women are all twenty-three years of age or over, college graduates, with records of sustained experience in volunteer or professional work. One of them is a graduate of the New York School of Social Work; another has been admitted to the bar. They are placed on three months' probation, at the end of which period the assignment may be terminated by either the bureau or the volunteer. During the first six weeks each volunteer becomes the "trainee" of an experienced worker and devotes all of her time to observation and study. A. Y. Yeghenian, director of the bureau, hopes that the work of the bureau will eventually become an integral part of the city court system.

Service Ratings—A marked trend towards greater selectivity of volunteer workers and more discrimination in rating them is illustrated in the technique

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of Mrs. Albert Foreman, chairman of the Volunteer Placement Bureau of the women's division of the New York and Brooklyn federations for support of Jewish charities. Of 109 applicants interviewed during a recent period, seven were not placed because they were "unsatisfactory people," one because a "suitable job" could not be found. Of those who served long enough to earn a rating in the bi-monthly check-up Mrs. Foreman requests from the agencies to which she assigns workers, more than half were reported excellent, more than a third fair, only a sprinkling poor. The volunteers serve as clinic and floor secretaries in hospitals, group leaders and teachers in settlement houses, readers at the Guild for the Blind, play leaders at the Home for Hebrew Infants. They do case histories for children's courts, research work for the Jewish Board of Guardians, testing at the Vocational Adjustment Bureau. Mrs. Foreman believes that the effectiveness of a placement bureau's service is dependent upon the care with which applicants are interviewed and an understanding all around of the nature and content of the job offered by the agency.

Professional

IT no longer is safe, at least not in Pennsylvania, to talk about "the" social worker, "she." A recent check of the 3690 visitors—"And if we aren't social workers, what are we?"—on the job of public assistance in the state's sixty-seven counties reveals that 1395 of them are "he's," with the number showing a rising trend. This disclosure led naturally to the American Association of Social Workers and an inquiry on how its membership lines up in "the battle of the sexes." Here the women hold their ground, definitely. In October 1938, when the last check by sexes was made, the men trailed far behind, numbering only 1589 out of a total of 10,782—to speak statistically, 14.7 percent. Although the membership since has risen to 11,258, the proportion of men, says the association, probably is about the same. "Never in history" have they accounted for more than 16 percent of the membership.

Broke—Lack of funds has forced liquidation of the Council on Interstate Migration, formed a little over a year ago. (See *Survey Midmonthly,* November 1938, page 358.) Most of the funds to carry on the work of the Committee on Care of Transient and Homeless, out of which the council grew, came from the late Tracy MacGregor. Since Mr. MacGregor's death, income for the work has been steadily decreasing. Two straws blown from the U. S. government succeeded in breaking the camel's back. The first was a ruling by the Bureau of Internal Revenue that gifts made to the council were not deductible from income tax returns because a "substantial part" of its activities were intended to influence legislation. The second was a notification that the council was responsible, under the Social Security Act, for payroll taxes and penalties not only for itself but for its predecessor, the Committee on Transient and Homeless.

In an effort to salvage some of its program the council has offered its assets to the National Travelers Aid Association for such use as that agency's policies will allow. The NTAA has agreed to take over the council's files and "to undertake a study of its ability to keep alive the spirit, if not the body, of the council."

Last accomplishment of the council was the preparation of a manuscript by its executive secretary, Philip E. Ryan, "Migration and Social Welfare" to be published in the near future by the Russell Sage Foundation.

Institutional Training—Ten students are enrolled in the new institutional training course inaugurated last fall at Western Reserve's School of Applied Social Sciences. Aim of the two-year course is to provide a well-rounded educational experience in the field of child welfare with specialization in institutional work. Case work, group work and institutional administration are emphasized in the curriculum. The plan for field work includes one year in a case work agency and one in an institution. For the latter there are available institutions for dependent, neglected, handicapped and delinquent children, a psychiatric study home for neurotic and delinquent children, day nurseries and institutions for adolescents in need of special training and vocational preparation.

Cooperation—The increasing need of qualified social workers in the state's welfare set-up prompted West Virginia public welfare authorities and the state university to get together to plan a program for professional training. The result is the University of West Virginia's new department of social administration which opened last September. The department offers a one-year graduate curriculum including thirty hours of academic work plus field work in public agencies dealing with family case work, child welfare or probation. Among the 1939-40 students are five members of the county staffs of the State Department of Public Assistance who were allotted scholarships by the department.

In-Service Training—Courses for probation and parole officers and penal and correctional workers in Pennsylvania were opened this month in Pittsburgh and Philadelphia by the Public Service Institute of the State Department of Instruction. There are no fees. Instruction is by men experienced in administration in probation, parole and correctional work. The program, financed in part by means of federal funds through the George Dean Act, is under the general supervision of a technical advisory committee, composed of persons who work closely with these specialized fields. . . . The eighth annual schedule in the institutes on probation conducted by the New York City court of general sessions began last month. The bi-weekly sessions are open to officers of other departments, parole officers and professional social workers.

FRANK Z. GLICK

With a brand new doctorate from the Chicago Graduate School of Social Service Administration Frank Z. Glick has assumed directorship of the Graduate School of Social Work of the University of Nebraska. While working for the degree Dr. Glick held a position in the bureau of public assistance of the Social Security Board and also taught courses at the Chicago school. He was formerly executive secretary of the Illinois State Conference of Social Work and associate executive of the Illinois Emergency Relief Commission.

Medical Social Work—Only two state welfare departments, those of Louisiana and Oregon, have on their staffs medical social workers whose functions are entirely consultatory and supervisory, according to Marjorie L. Bordelon, medical social consultant for the Louisiana State Department of Public Welfare. In Louisiana, where the medical program for the indigent is one of the most extensive in the country [see *Survey Midmonthly,* June 1939, page 189] the medical social consultant's energies are directed toward organizing a complete medical social service program. Besides working out the department's

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policies and procedures for meeting problems of a medical social nature, the consultant visits the parishes to assist in planning for specific cases, to explain to the local staff the social implications of diseases and the importance of securing medical data, to interpret medical social policies to doctors and other groups.

Branches—The second branch office of the Catholic Charities of the Diocese of Albany established in the last two years recently opened in Troy, N. Y. The other is at Schenectady. Administration of these offices remains centralized at Albany.

Publication—The New York City Civil Service Commission is sponsoring the publication of a new periodical, *Public Personnel Quarterly*. According to the commission, the magazine "will publish articles concerned with practical phases of public personnel administration and will also present digests of significant books, monographs, and journal and magazine articles."

For Study—Initiated a year ago on an experimental basis by the group work section of the California Conference of Social Work, the California Council on Group Work has been transformed into a permanent organization. Its purpose is to promote the study of group work through local study groups throughout the state. Membership is opened to all interested in group work.

People and Things

ENRICHED by $5 million is the Murry and Leonie Guggenheim Foundation through a bequest of Murry Guggenheim, recently deceased New York philanthropist. Incorporated in 1929 by Mr. Guggenheim and his wife, the foundation has as its purpose "the promotion, through charitable and benevolent activities, of the well-being of mankind throughout the world." Under the terms of Mr. Guggenheim's will, the funds will go towards the support of the dental clinic built and maintained by the foundation for the oral care of the children of Greater New York.

Memorial—A recent issue of *The Child,* monthly publication of the U. S. Children's Bureau, was given over to the life and works of the late C. C. Carstens. The issue closely parallels the form of last summer's number in memory of Grace Abbott. (See *Survey Midmonthly,* October 1939, page 322.) Authors are all persons prominent in the child welfare and institutional fields.

Discussions—Beginning with the new term (January 5) the New School for Social Research, 66 West 12 Street, New York, is offering a series of five Friday evening discussions of Current Issues in Social Work. Leonard W. Mayo, assistant executive director of the New York City Welfare Council, is acting as chairman. Speakers include: Dorothy Kahn, Stanley P. Davies, Saul B. Alinsky, Jerome H. Bentley, Owen R. Lovejoy, Winthrop D. Lane, Richard A. McGee, James P. Murphy, Arthur Dunham, and Elizabeth H. Webster. The fee for the series, $4.25; single admissions, $1.

New Jobs—Two new regional directors have been named for the Federal Surplus Commodities Corporation: Kris P. Bemis and James S. Allen, both of whom have been working for the FSCC in other capacities for several months. . . . Aneita Tidball, formerly executive secretary of the Seattle Travelers Aid Society, this month assumes duties in a similar capacity at the Chicago's Travelers Aid where she succeeds Madeline L. MacGregor, who recently resigned to join the Community Service Society in New York. . . . The New Jersey Welfare Council has a new executive secretary in Gerald B. Bate, former director of welfare for Plainfield, N. J. . . . Brigadier General Frank D. Henderson, Ohio's first relief director, succeeds James C. Woodward as warden of the Ohio Penitentiary at Columbus. . . . Recently appointed as associate general secretary of the Federal Council of Churches of Christ in America was Roswell P. Barnes, for the past three years associate secretary of the council's department of international justice and goodwill. . . . Muriel Jean McLauchlin, formerly with the Philadelphia Child Guidance Clinic, is now case work director for the Children's Service Bureau in Pittsburgh. . . . Philip S. Akre is the new North Atlantic regional field secretary of the Family Welfare Association of America. Mr. Akre came to his new post from the Plainfield (N. J.) Charity Organization Society where he was general secretary.

Won—The new post of director of social work in the Minneapolis Board of Public Welfare was won through civil service examination by M. Leo Bohanon, young Negro social worker, graduate of the University of Minnesota, who for a number of years has been director of boys' and men's activities at Phyllis Wheatley House, Minneapolis. Mr. Bohanon directs a staff of 450 workers.

Meetings—The fourth annual conference of the American Committee for the Protection of Foreign Born will be held in Washington, March 2-3, Ernest Hemingway and William Allan Neilson are co-chairmen of the sponsoring committee. . . . Next American Prison Congress, annual meeting of the American Prison Association, will be held October 21-25 in Cincinnati, setting of the first Prison Congress in 1870. . . . The seventeenth annual meeting of the American Orthopsychiatric Association, an organization for the study and treatment of behavior and its disorders, will be held in Boston, February 22-24.

New Buildings—A Young Men's Christian Association for Negroes, built by a Jewish manufacturer in a southern city, was dedicated last month. The building has been constructed in Greensboro, N. C., through the $65,000 gift of Caesar Cone, II. Other Ys for Negroes now under construction in the East are at Wilmington, Del., and Princeton, N. J. The Wilmington building represents the $350,000 gift of H. Fletcher Brown, Wilmington banker; the Princeton building is a community project financed by local contributions. Both the Wilmington and the Princeton Ys will be coeducational, the buildings divided into YMCAs and YWCAs with common athletic and cultural facilities. The Wilmington Y has been endowed with $360,000, also the gift of Mr. Brown.

A Good Citizen

DEATH came in early December to Max Senior at the age of seventy-seven—a Cincinnati citizen who in midlife retired from his successful business operations to throw himself into activities which counted tellingly for his community, his race and his times. He was the key figure in uniting the Jewish charities of Cincinnati during the heavy period of immigration—the federation principle that was to range far. He pioneered in promoting the Cincinnati park system; threw himself into the tuberculosis movement; headed the Shoemaker Clinic for the promotion of Negro health and welfare; and as head of the Model Homes Company carried out one of the first practical attempts in low cost housing. This enterprise provided accommodations largely, but not exclusively, for Negroes. Mothers pensions, old age pensions, unemployment insurance, education, overseas relief in Poland in the post-war years, and the constructive aspects of the Russian revolution registered the span of the interests that engaged him. As the *Cincinnati Inquirer* put it, he was a lifelong resident "whose whole strength was at the service of the community, who brought to philanthropy an alert intelligence and a generous spirit. His . . . kindness was wedded to a clear social vision." He never relinquished his philanthropic activities, though he came to regard them as steps toward a more "just distribution of the riches of the earth and the ever increasing products of its machinery."

Survey Associates was fortunate in such a member for twenty-six years.

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Readers Write

Heart Warmer

To the Editor: The staff in this county appreciates the help that *Survey Midmonthly* gives us in our in-service training and we take this opportunity to thank you for the chance you give us to keep posted on current trends and to learn of the experience of others—especially in the case work, public assistance field.

Irene M. Povelones

Moundsville, W. Va.

Enclosed with this heart warmer were eight staff subscriptions.—Ed.

Postscript to Christmas

To the Editor: Along in November our annual Christmas committee, representing family and children's agencies, came together under the auspices of the Council of Social Agencies. There were apologies for the late start and many regrets that certain things could not be done in the short time available. Next year we must get started earlier, perhaps in July, so we could have a really worthwhile plan. (How does one get the Christmas spirit in July?) Some people proposed a committee to vamp a year-round program for meeting special needs of families on public relief and children in foster homes. Would this be a Christmas committee or something else needing broader and deeper community planning? Who needed Christmas most? Could the community provide Christmas for all children whose parents were unable to do so? If not for all, did those families on public relief need it more than those under the care of private agencies? Could you give Christmas to some families in a large public agency, set up to serve with equal justice, and not to all? How can we get churches and clubs to clear? How be sure they will give intelligently? These and many other questions flew back and forth across the table at the highly conversational committee meetings.

I began to wonder! Where did all this concern for wise giving spring from? I searched my mind to remember one complaint from a family who received too many or "unwise" gifts. I recalled stories about families who, before all this planning, received six or seven baskets. Perhaps social workers are really concerned that this means that other families get none, but some of us may just hate to see the most aggressive ones get so much. If the things are not wasted and people able and willing to give want to do so, why not? Somehow our feeling on this smacks of that period of case work which now we term "paternalistic."

Why do we need to assume responsibility for protecting the family that doesn't want to be protected? Maybe the giver doesn't want to be protected either. Certainly he puts up a good deal of resistance to our efforts to do so.

What of this question of baskets and cash? Many of us have a sense of failure because we can't educate the public to give cash instead of baskets. We know that parents like to buy gifts themselves for their children, yet I can't ever remember a Christmas letter asking for money to buy gifts. The letters ask for baskets, clothing, toys, food. Are many of our families lonely people to whom a gift attractively wrapped has more meaning than $5 in an envelope?

Thinking of ourselves as givers, can't we see how infinitely more fun and in the spirit of Christmas it is to purchase gifts for another than to send a check? Little children in Sunday School bring jelly, candy, toys—it's so different from dimes and quarters. How did we feel when as children we received money for Christmas? Grateful, yes, but not that glow that comes from a personal gift—the unexpected, perhaps one we should never have thought of—maybe not too suitable, but did that matter much? Isn't Christmas one time when both the givers and those who receive have a right to be a little foolish?

Then that old question of giving out names to the giver! Good social workers never do this. Can it be that we want all the thrill of bestowing the gifts of others on our families. The givers receive the "thank you" letters, but we get the personal thanks. I wonder whether all this is not more our feeling than that of the families. Why not consult the families? A few will feel that their situation must remain unknown. But others I'm sure will welcome the friendly giver. And what of this more fortunate member of society whom we wish to impress with the needs of his community? How can he see them better than through personal contact with people in need? His desire to change the situation of those whom he meets at Christmas may carry over to concern for others he has not yet met.

Well, what is our job as social workers at Christmas? Perhaps first it is to bring together those who want to give and those who need neighborly gifts. I'm sure our case work skill will be equal to finding a giftee for each gift, even to finding the little boy who can leave his own home or his foster home to spend Christmas with Mrs. Goldbrick's Johnnie who needs company and wants to help a poor boy. We have a long way to go in finding the right gift for each child whose parents are on public relief, but let's start and pool our resources to cover all we can. Let's ask our families whether the giver may come to their homes. Let's let them want baskets without feeling guilty over our distress because they didn't say cash. And let's not worry too much when a church or a club wants to give without clearing its list with our Christmas committee. Efficiency and wisdom are not all there is to giving.

Of course we'll need a Christmas clearing house to spread giving and to advise those who want to give thoughtfully. Let's make this a center for information on special needs and places where gifts will mean most; let's remind those in our community who may forget the needs of others; let's interpret these needs, but also let's understand and respect the giver's right to choose his own way of giving and our families' right to accept or reject the gifts offered.

Case Worker

"Your Valuable Journal"

To the Editor: The National Library of Peiping has been subscribing your valuable journal for a number of years. A complete file of the *Survey Midmonthly* is made available to an increasing number of interested readers. Even during the two tragic years of war, special efforts were made to subscribe your journal without interruption. In spite of the heavy congestion of mails, all the issues which we subscribed have been regularly received.

However, beginning from next year, the National Library will not be able to subscribe any of the foreign scientific journals owing to the strict control over foreign exchange by the Chinese government. As it is most desirable that we should continue to receive the forthcoming issues of your valuable journal for the use of Chinese scholars, we wonder whether it would be possible for you to enter a complimentary subscription for us for one year beginning from January 1940. We hope that by the end of next year, China will be freed from the invaders and permanent peace restored to our country.

If the above suggestion cannot meet your approval, may we hope that special consideration be given to our present unfortunate position by letting us subscribe your journal at a special reduced price.

Secretary

National Library of Peiping

Kunming (Yunnanfu)
Yunnan, China

The Survey has no free list, but a member of the staff has seen to it that the *Mid* continues to be available "for the use of Chinese scholars."—Ed.

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Book Reviews

Not Less But More

PAROLE WITH HONOR, by Wilbur La Roe, Jr. Princeton University Press. 295 pp. Price $3 postpaid by Survey Associates, Inc.

TIMELY, authoritative and up-to-date, "Parole With Honor" is by far the best book I have seen on this controversial subject.

The author, chairman of the parole board in the District of Columbia, is a firm believer in the principles of parole and at the same time is convinced that those principles never have been properly applied or supported in most states. He points to the fact that only nine states and the federal government have full time parole boards and that less than a dozen states, all told, have parole systems worthy of the name.

Mr. La Roe offers abundant and conclusive evidence that parole has succeeded admirably wherever it has been genuinely supported. Last year, in the District of Columbia, out of 767 convictions for serious crime, only four were of parolees. With an average of nearly 8000 ex-prisoners under supervision in 1938, New York State had but 120 new felonies committed by parolees. During a recent two-year period, 1830 persons were released on parole in Wisconsin. Of these less than 4 percent were returned for having committed new crimes. What is fundamentally needed, says Mr. La Roe, is not less but more and better parole. He argues plausibly that if parole can succeed in states which intelligently administer it, there is no real reason why it cannot succeed elsewhere.

But even the finest parole system in the world, Mr. La Roe admits gloomily, will not rid us of crime nor prevent the manufacture of criminals. "As long as we have poverty," he concludes, "we shall have crime. As long as we have broken homes we shall have warped lives. . . . Parole is helpless to remove these great sources of crime. The best it can hope to do is to take hold of the individual and try to engineer his circumstances in such a way as to protect him from the influences which have warped his life."

Baltimore, Md. SAMUEL G. KLING

For the Dignity of Man

THE POPE'S PLAN FOR SOCIAL RECONSTRUCTION, by Charles P. Bruehl, Ph.D. Devin-Adair Co. 356 pp. Price $3 postpaid by Survey Associates, Inc.

THIS treatise on economics comes out of an informed and inspired mind. As a Christian the professor of sociology at St. Charles Seminary, Overbrook, Pa., feels shamed by the dominance of things and money over men; and sets himself to study what can be done to moralize the social order. His plan calls for a functional or corporative society. Democracy is to be made more efficient by working through occupational groups. The plan differs from the fascist and the Russian perversions in that the associations are to be voluntary and animated by a religious feeling for the dignity of man. The title of the book comes from the fact that the author makes explicit certain implications in the encyclicals of the late Pope Pius XI.

Professor Bruehl quotes freely from these pronouncements as well as from Catholic authors whose names are little known in America outside of Catholic circles. He cites many Protestant writers all in the interest of replacing our present waste, conflict and needless misery by methods which do more justice to the souls of workers and employers alike. Students of guild socialism will find little in the book which is new; but even these will profit from the understanding spirit and the happy wording with which Professor Bruehl pleads his case. His use of the phrase "social justice" calls to mind how other persons now imagine that their religion obliges them to denounce as satanic the social reforms they do not understand, even to forget how only a few years ago their church elevated to sainthood the Sir Thomas More whose "Utopia" abolished poverty and made gold and jewels badges of disgrace. HENRY NEUMANN

Brooklyn Society for Ethical Culture

Aspects of Sociology

SOCIAL CONTROL, by L. L. Bernard. Macmillan. 711 pp. Price $4.

SOCIAL CHANGE, by Newell Le Roy Sims. Crowell. 477 pp. Price $3.50. Postpaid by Survey Associates, Inc.

THE speed with which new textbooks in sociology have followed each other in recent years is a sign of healthy growth, particularly when, as in the two volumes under review, they represent a reorganization of teaching materials in line with new knowledge and current trends of interest by experienced scholars and teachers. As it happens, social control and social change are the two central concepts around which general courses in sociology are now usually developed. Both stress the importance of social process. Older systems too often were devoted in the main to a static description and classification of social phenomena.

Professor Bernard, in an exceptionally valuable guide to different types of social control, makes his main division that between exploitive and constructive social controls. It is true, there can be no indisputable characterization in every case, because the one kind easily merges into the other. But in these days of much irresponsible talk about dictatorship, social planning, coercion of individuals, international use of police power, and the like, it is particularly helpful to have the distinction clearly drawn, and this with constant reference to concrete examples. In view of the average American student's aversion to abstractions, it may be said that the author's experiment of combining discussion, cases, and sources in one volume is a promising one. His case illustrations are, in fact, of striking interest.

Professor Sim's outline follows a more established pattern. It offers a short cut through the large literature on social evolution and therefore may be found useful, especially as the main text for short introductory courses that dare not make very large demands on students' reading. The bibliographical references seem to be well chosen. The principal merit of the volume probably is the unpedantic yet sufficiently explanatory, largely historical, treatment of specific controversies and of the growth of social theory as a whole. Unfortunately the book is marred by too many misspellings.

BRUNO LASKER

Institute of Public Relations
San Francisco

A Basic Problem

HOUSING THE MASSES, by Carol Aronovici. Wiley. 291 pp. Price $3.50 postpaid by Survey Associates, Inc.

THE all-purpose book on housing has yet to be written. Housing is a "portmanteau" subject which carries within it so many items that it may be impossible to cover them all to the complete satisfaction of the enthusiasts and the perfectionists. Mr. Aronovici frankly recognizes the fact that there is an audience for housing propaganda other than the technician, whether architect, sociologist, economist, or professional "houser." His interest, it seems, is in a general public of high intellectual standards and broad social interests. It is hoped that his book, excellent for the purpose, will find this special public. Most books on the subject are too specialized to sustain the lay interest or to arouse enthusiasm.

The author very commendably has divided his material into simple topical subjects: "Land," "People," "Money," and so on. The discussion of each one is usually well simplified. For example, the reader need not have had a course in law to understand the chapter, "The Law and Housing." The book's weakness seems to lie in some of its questionable, sweeping statements, due perhaps to striking for high spots. The lay reader will find the discussion on "housing literature" at the end of the book an excellent key for further investigation into subjects which interest him most.

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Mr. Aronovici, always courageous and outspoken in his statements, is to be commended again for his long range point of view and for his very sincere humanitarian interests. His chapters on "Land," "Home Ownership," and "Architecture" are strong writing and good reading. It is unfortunate that many of the illustrations have incorrect captions.

While there is bound to be disagreement with some sections of the book, this reviewer doubts that there will be much disagreement with Mr. Aronovici's basic concepts, which he states clearly and forcibly. Some regret may be voiced that a little more emphasis was not placed on the fact that large scale housing in America is a new and untried venture, the full implications of which cannot be known until some years have elapsed. However, one of the book's most important contributions which cannot be overlooked is its constant emphasis on the housing problem as a factor in America's basic economic difficulties which will only be solved when America's standards of income and employment are raised.

New York CARL FEISS

Other Experience

OLD AGE SECURITY: SOCIAL AND FINANCIAL TRENDS, by Margaret Grant. Social Science Research Council. 261 pp. Price $2.50, postpaid by Survey Associates, Inc.

THIS book reports the results of a careful and scientific study of the old age insurance systems of Germany, Great Britain, Czechoslovakia, and Sweden, and of the non-contributory assistance or pension plans of Denmark, Great Britain, New Zealand, and Australia. It consists, on the one hand, of a detailed discussion of the major features of these plans; and, on the other, of an adequate statement of the relation of the costs to the national economies; and the effect on the systems of such basic social trends as changes in the age distribution of the population.

The measures here discussed have had to be adopted, first, because of the inability or the failure "on the part of most workers to save enough to protect themselves against poverty in old age or invalidity, or to provide for their families in the event of the death of the breadwinner," as a result of the industrialization trends of the nineteenth and twentieth centuries; second, because of the persistent growth over many decades in the number and proportion of aged persons within the population.

The United States has become increasingly aware of the insecurity of old age. The 1935 Social Security Act established a federal-state non-contributory assistance plan, and a contributory federal old age benefits system. The adoption of these systems did not, however, solve the American problem of providing for the aged. On the contrary, somewhat successful attempts are still being made to liberalize the provisions of the two schemes. Such attempts, if not kept within reason, are likely to have profound effects on the American economic system.

Miss Grant's book, reporting as it does the long time experience of older countries, needs to be carefully studied by both the administrators and the students of the American system.

CHARLES G. CHAKERIAN
Connecticut College, New London, Conn.

Back of Today's Americans

AMERICANS, by Emil L. Jordan. Norton. 459 pp. Price $3.50 postpaid by Survey Associates, Inc.

THE flow of immigrants, in wave after wave, to the shores of the New World is described in this "New History of the Peoples Who Settled the Americas." In it is restated the theory of "cultural pluralism" in terms of an unfolding drama of the greatest migration in history, woven around stories of the settlements of various groups and their contributions to their adopted countries. One regrets that the author has tried to cover so much ground, not only the United States and Canada but also the Latin countries below us. As a result the picture he has presented is frequently sketchy, jerky and incomplete. For example, in his chapter on the Scandinavians he tells of their various contributions to America, but is so obviously pressed for space that he makes no mention whatever of one of their greatest gifts to us—Ole Edvart Rölvaag, whose "Giants in the Earth," "Peder Victorious" and "Their Fathers' God" are immortal sagas of American history, written by a Norwegian-American in Norwegian, and yet profoundly and eternally American.

Except for its attempt to cover too much ground, this is a very readable work, glowing with color and warmth, which cannot be excluded from the rapidly growing library glorifying our forefathers who did not come over on the Mayflower.

Hofstra College JOSEPH S. ROUCEK

You Get What You Pay For

LIFE INSURANCE FROM THE BUYER'S POINT OF VIEW, by E. C. Harwood and Bion H. Francis. Blue Ribbon Books, Inc. 262 pp. Price $1, postpaid by Survey Associates, Inc.

THIS sound and conservative manual, written in simple and non-technical language, should be a help to anyone that takes his life insurance seriously enough to read more than company advertisements. It is divided into three parts: life insurance, annuities, and accident and health insurance. Only a brief but perhaps sufficient treatment is given of the basic principles underlying insurance. Occasional references to social factors indicate that the authors are neither protagonists for nor baiters of the insurance companies. Bearing an August 1939 publication date, costs and company comparisons are up to date. This is important in view of changing costs of recent years. Contrary to much recent misleading anti-company propaganda, the authors take pains to explain why the insured or his beneficiary is not entitled to both the accumulated cash value and the face value of the policy.

The book, addressed primarily to substantial purchasers of insurance, makes only brief references to group, industrial, and savings bank policies. There are chapters on how much insurance to buy, what companies to choose and so on, all of which are practical although, as might be expected, the matter of "how much," dealing as it does with the most complex problem of the business, is rather involved and difficult to generalize. The section on annuities is the best of the three and should prove a real help to many people in these days when the subject of retirement allowances has become so popular and pressing.

Much help will be found in the paragraphs explaining the various gadgets attached to policies by companies in their frantic efforts to secure business. As in any problem in life insurance, it all resolves itself into the inescapable fact that you can get no more than what you pay for. To get as much is no mean feat in these days of multifarious combinations of policies. This book should serve as first aid in that direction.

Pittsburgh, Pa. MAURICE TAYLOR

More Than History

THE BUILDING OF A NATION'S HEALTH, by Sir George Newman, M.D., F.R.C.P. Macmillan. 479 pp. Price $6 postpaid by Survey Associates, Inc.

THIS is the story of "how statecraft and medical knowledge" took counsel together to build up the public health services of Great Britain. It is not limited to the quarter century during which Sir George Newman was a civil servant in Whitehall, but traces the foundation and development of English public health machinery from the earliest times to recent years. But the book goes far beyond the usual limits of public health and medicine; it is an eloquent description of how new social ideas and advances in science brought about changes in central and local administration which have transformed the life of the people. "The Awakening in the Local Authorities" is the title of one of the most inspiring chapters, for Newman becomes eloquent when he describes the historical development of local self-government. He quotes the report of the Royal Sanitary Commission (1871): "The principle of local self-government has been generally recognized as the essence of our national vigor. Local ad-

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ministration, under central superintendency, is the distinguishing feature of our government. . . . "

Newman was the chief medical officer of the Board of Education as well as of the Ministry of Health; he was also a leading member of the Medical Council. This book is based on his experience in all three. "The Governance of English Medicine" and "The New Spirit in English Medical Education" are given as much attention as is "The Creation of the Ministry of Health."

In Newman's opinion, the "three greatest health reforms hitherto accredited to the present century" were the Education Act of 1902, the National Insurance Act of 1911, and the Local Government Act of 1929. He pays a remarkable tribute to Sir Robert Laurie Morant, the civil servant who spent his official life in preparing for, drafting and applying the first two of these acts which led inevitably to the adoption of the third.

This volume is much more than a selection from Sir George Newman's annual reports as chief medical officer; it is, as the title implies, the history of the building up of a nation's health.

FRANK G. BOUDREAU, M.D.
Milbank Memorial Fund
New York City

The Whole Process

AMERICANS IN THE MAKING: THE NATURAL HISTORY OF THE ASSIMILATION OF IMMIGRANTS, by William Carlson Smith. Appleton-Century. 454 pp. Price $3.75, postpaid by Survey Associates, Inc.

TWENTY years ago all of us were very much concerned about immigration and Americanization, although a great many people were rather uncertain about the meaning of the latter term. Then came a more sober era of careful research and orderly programs of social action, after which interest in newcomers from abroad almost died out. Now there is a revival of interest because of the so-called refugees. This book, however, is not the hasty product of an impulse released by Nazism. It is the outgrowth of continuous inquiry over a long period of time and it bears the marks of mature scholarship. There is a measure of personal identification because the author's own parents were immigrants, but the book displays a high degree of objectivity.

The central theme is the process of assimilation. This should always be of interest to students of society and to social workers both lay and professional. It is presumably going on in connection with rural-urban and intersectional immigration within the United States, but it appears most clearly when people move to a land with unfamiliar language, government, customs and traditions.

Dr. Smith goes behind the assimilative process to inquire why immigrants have come to America, what were their first reactions to this country, and how were their old habits and relationships disturbed. He then discusses their adjustments and their gradual absorption into American life. He deals with factors that expedite and those that retard assimilation; points out the immigrant's contributions to our culture and examines the cultural conflicts that are especially significant for the second generation.

The treatment is similar to that in Park and Miller's "Old World Traits Transplanted." It is not at all statistical, but identifies types of events and typical sequences of events in the process of assimilation, illustrating them with interesting bits from personal documents. This is a book worth reading by socially minded citizens generally as well as by social workers and college students.

STUART A. QUEEN
Washington University, St. Louis, Mo.

Forward in the Faith

FIVE DECADES AND A FORWARD VIEW, by John R. Mott. Harper. 139 pp. Price $1.50, postpaid by Survey Associates, Inc.

TOWARDS CHRISTIAN DEMOCRACY, A SUMMARY OF THE PROCEEDINGS OF THE FORTY-SEVENTH CONFERENCE OF YMCA SECRETARIES, edited by S. M. Keeny. Association Press. 212 pp. Price $2, postpaid by Survey Associates, Inc.

IN seven dynamic lectures given at the Union Theological Seminary of Virginia, Dr. Mott reviews a half century of Christian activities and confidently faces the future. As one of the leaders in the Student Volunteer Movement which got under way just as he was finishing his studies at Cornell University, as executive secretary or chairman or president of subsequent national and world-wide organizations, committees and conferences, Dr. Mott had every opportunity to learn the inside facts of the currents of missionary endeavor which he portrays so graphically. That his ardor did not blind him to the mistakes and blunders of these programs is evident, as in his lecture on the Interchurch World Movement. His critical analysis of this attempt to raise a billion dollars for missions in three years is followed by a discussion of principles and practices which in the light of experience he believes to be most successful in raising large sums of money. This might be read with profit by all boards whose work is supported by voluntary contributions.

Dr. Mott's story of the Madras meeting of last December is told with contagious enthusiasm. He emphasizes that conference's potentialities as the delegates now in their scattered home communities put into effect, not conference resolutions, but their personal resolves made as they "listened" in their morning prayer gatherings. The final lecture on "Leadership for the Coming Day" envisions leaders who shall be trained, devoted to their calling, with clear, unshakable convictions and with zest for furthering a better way of life for us all.

Even while these lectures were being delivered by the president of the World's Alliance of the YMCA, the secretaries of that organization were preparing for their triennial conference with the keynote, "A Profession Takes Its Bearings." "Toward Christian Democracy," the summary of the proceedings of that conference is significant for all who are probing into youth's bewildering problems, especially in relation to democracy and religion. It contains provocative and stimulating material for both group and individual study. Men like Professor Harry A. Overstreet of the City College of New York, Dr. Alexander J. Stoddard, of the Philadelphia public schools, Paul Kellogg, editor of *The Survey* magazines and Professor Gregory Vlastos, of Queens College, Ontario, discussing "our changing minds," "the whence and whither of democracy," "footholds of democracy," "realizing our faith," jolt us out of any lingering vestiges of complacency and make us reexamine time-honored assumptions. This book is in close sympathy with the first, extending and supplementing it.

MABEL SKINNER

A New Relationship

GRANTS-IN-AID UNDER THE PUBLIC WORKS ADMINISTRATION—A STUDY IN FEDERAL-STATE-LOCAL RELATIONS—by J. Kerwin Williams. Columbia University Press. 292 pp. Price $3.75, postpaid by Survey Associates, Inc.

DIRECT federal-local relationships are post-depression developments. Of a number of federal agencies which now deal directly with the local units of government and offer them financial assistance, the PWA was among the first and its contribution to this emerging relationship has been sizeable. Through its public works program, one of the first instances of federal loans and grants for permanent construction projects, it has made a deep imprint on labor and construction projects, and indeed frequently has been influential in molding the content of state and local law.

J. Kerwin Williams discusses and evaluates this development. He remains at arm's length from the economists' battleground—is the pump-priming philosophy to be justified or condemned?—and restricts his attention to the immediate effects of the new federal-state-local pattern that has been woven. He examines in detail the growth of the PWA program, its organization, methods of making grants and loans, and its effect on labor, contractors, and state and local law. Among the defects which he finds in the operation and effect of the program are time lapses between the approval of grants and the commencement of projects, "red tape" in administration, shifts in policies, and the relaxation of state and local debt limitations. But he attributes these to excessive caution in

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the central office during the first trial and critical years, rather than to faults inherent in the grant method itself.

Mr. Williams has observed this new intergovernmental relationship from close range. In 1936 he collaborated with Paul V. Betters and Sherwood L. Reeder in the preparation of "Federal-City Relationships." In his present volume he suggests avenues for improving the functioning of the PWA which deserve careful consideration. Allocation techniques should be improved, he says, PWA should be given a permanent status and should be brought into a coordinated Federal Works Agency (a *fait accompli*). His penetrating analysis of its administration and accomplishments leads him to conclude, however, that:

"Looked at as a whole, the agency operated well. The key personnel were on the whole of high caliber; the PWA maintained a marked degree of freedom from partisan politics, both with respect to appointments and in connection with the making of allotments. While administrative costs were not exceptionally low, the public works agency is generally conceded to have functioned without waste or inefficiency."

Executive Director FRANK BANE
The Council of State Governments

Under Three Flags

ADMINISTERING UNEMPLOYMENT COMPENSATION: A COMPARISON AND A CRITIQUE, by R. Clyde White. University of Chicago Press. 312 pp. Price $2, postpaid by Survey Associates, Inc.

THREE years after the passage of the Social Security Act, with all of the states now paying unemployment compensation benefits, this excellent study compares the American federal-state system with the systems of Great Britain and Nazi Germany.

As would be expected, the dominant political and constitutional theories of the three countries vary the implications of the placement-unemployment compensation function of government. The Nazi totalitarian state combines that function with relief, works projects and vocational guidance. Thus by "directed labor placement" carried out along lines familiar in military organization, it fits the individual into his place in the national economic "partnership." Britain in recent years has seen the growth, by democratic processes, of vocational guidance and training, geographical transfer of workers, rehabilitation of distressed areas, unemployment assistance and efforts at decasualizing dock labor. All this has been coordinated closely with the placement-unemployment compensation machinery in the effort to protect the workers' standard of living and the material well-being of the nation through maximum use of available labor power and preservation of working capacity during periods of unemployment.

The purpose of this really fine study is to compare the legal and administrative details of the three systems under consideration. Its discussion of the measures taken in the organization of the labor market by the two major industrial nations of Europe, one democratic, the other totalitarian, is more or less a by-product. Yet it well may point the way for us to a method of attack on the problems of the underprivileged one third of our nation.

New York RICHARD P. KELLOGG

Melancholy Truth

JEWS AND WORLD AFFAIRS, by Harry L. Kessler. Bloch Publishing Company. 158 pp. Price $1, postpaid by Survey Associates, Inc.

THIS small volume is intended as a supplementary aid in the teaching of contemporary Jewish history in the upper grades, post-confirmation and high-school classes of modern Jewish schools. It treats briefly the present situation of the Jews in the countries of Central Europe, Soviet Russia and the United States, as well as such specifically Jewish problems as Zionism, anti-Semitism, and the race issue.

The book is a sad commentary on the state of present civilization. "The role of scapegoat, once regarded as a relic of a barbaric past, is being resurrected on a vast scale in this day and age." The Jews are accused simultaneously as accountable for internationalism and chauvinism, pacifism and militarism, socialism and capitalism, communism and democracy. They are held responsible for nearly all the ills of a perplexed mankind.

Mr. Kessler presents no new material, but what he does give is well organized, factual and clear. Now and then a note of bitterness creeps into the pages of his text, an attitude which even the objective reader will be willing enough to understand and condone. It is to be regretted that the impressionable young Jewish student must read so melancholy an account of the fortunes of his people. But he will find a true account in Mr. Kessler's excellent volume. That, after all, is the *raison d'être* for the textbook as a tool of education.

LOUIS L. SNYDER
The College of the City of New York

Experts Needed

HOSPITAL PUBLIC RELATIONS, by Alden B. Mills. Physicians' Record Co. 384 pp. Price $3.75, postpaid by Survey Associates, Inc.

THAT newspaper publicity by itself is no substitute for a public relations program for a hospital or for any other type of social agency is clearly brought out in this book. Mr. Mills' statement of all that makes up such a program points to the many channels freely open to any organization, provided its service truly meets a public need.

Mr. Mills holds, and his arguments are impressive, that a subtle philosophy and a correspondingly skillful technique in good public relations make it worthwhile for any hospital or agency to employ an expert in this field. Any administrator will find support here for a plea to his board of directors for a reasonable budget appropriation for this purpose. The ever-present problem of fund-raising, closely tied up with good interpretation, is thoroughly discussed; in fact, as one reads, the two appear to be inseparable.

Executives and trustees in the family welfare, settlement, child welfare, and other fields will find this book stimulating, helpful and readable. Each chapter is carefully summarized with the addition of extensive bibliographies for anyone wishing to pursue the subject further.

Mr. Mills, as editor of *Modern Hospital,* is in an unusually strategic position to write on this subject, because the results of the public relations efforts of innumerable hospitals and oranizations have gone over his desk for years.

General Director. HOMER WICKENDEN
United Hospital Fund of New York

The Struggle of the Cities

CITY MANAGEMENT, by Henry G. Hodges. Crofts. 759 pp. Price $4.50, postpaid by Survey Associates, Inc.

THE monthly magazine of the International City Managers' Association, *Public Management,* questions the value of this book to municipal administrators as "too general and descriptive in nature to offer help in dealing with specific problems" and "a decidedly incomplete and unreliable guide to the improvement of administrative practices." The review concedes, however, that the book "may have some value for citizens and general students."

To the present reviewer it seems that that last grudging concession might well have been replaced by positive praise. I am more inclined to agree with the conclusion of Morris Llewellyn Cooke's foreword: "Those who read this book can be sure that it is no fanciful or theoretical picture of the city and its management. It smacks all through of the struggle to make our cities feed our lives —and our souls. As this struggle prospers, so prospers the Republic and our democracy."

It is impossible, of course, even within the scope of a volume of nearly 800 pages, to treat fully the twenty-eight subdivisions of municipal government and administration to which Professor Hodges devotes separate chapters in his book. These are: The Changing City, Administrative Principles, The Civil Service, Personnel Management, Revenues and Taxation, Finance and Accounting, Expenditures and Debts, State Financial Supervision, Centralized Pur-

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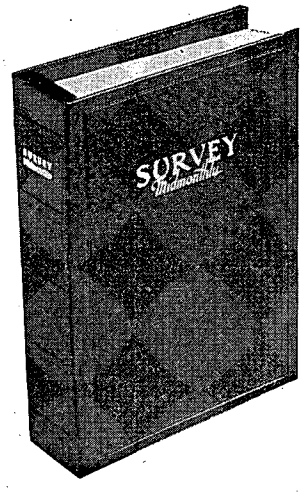

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On most of these special phases of the city problem, books and periodicals are available for the specialist. But as the author points out in his preface: "Any bureau chief or departmental director is better equipped for his own job if, in addition to keeping abreast with the best practices in his special field, he also appreciates the relationship of his work to the other activities of government."

It is to college students and leaders in local citizen organizations, however, that this treatise on "City Management" is primarily addressed. By concrete explanations of methods and their results, and by fearless criticisms, the author has endeavored to arouse his readers to "do something about it" as participants in community life. And the "What Do You Think?" section which follows each chapter ought to furnish interesting and constructive themes for many a college seminar and meeting of citizen groups.

HAROLD S. BUTTENHEIM
Editor, The American City

Run of the Shelves

YOUR CHILD'S FOOD, by Miriam E. Lowenberg. Whittlesey House. 299 pp. Price $2.50, postpaid by Survey Associates, Inc.

BASED on experimentation in the nursery school of Iowa State College, this rewrite of an earlier book combines research findings in nutrition with experiences illuminating for both parents and teachers. There are breakfast and supper menus, dinner menus for a year, suggestions in regard to feeding practices, food habits, allergy, "party foods," recipes. The photographs of the healthy, attractive children are effective propaganda for nursery schools.

MANIFESTO ON RURAL LIFE. National Catholic Rural Life Conference. Bruce Publishing Co., Milwaukee. 221 pp. Price $1 paper; $1.50 cloth; postpaid by Survey Associates, Inc.

A STATEMENT of principles and policies derived from Catholic social philosophy as expressed in the encyclicals of Leo XIII and Pius XI, submitted as a basis for a solution of the agrarian problem in the United States. Part I deals with sixteen phases of rural life, including the rural Catholic family, farm ownership, land tenancy, rural education, health, credit, and taxation. Part II consists of notes taken from outstanding writers and speakers on the foregoing problems —"a vast body of thought available on this subject."

DISADVANTAGED PEOPLE IN RURAL LIFE: PROCEEDINGS OF THE TWENTY-FIRST AMERICAN COUNTRY LIFE CONFERENCE, NOVEMBER 1938. From University of Chicago Press, Chicago, Ill. 176 pp.

FARMERS on marginal land, farm laborers, tenants, sharecroppers, their problems; suggested improvements. Prof. Dwight Sanderson's presidential address urges more state and county associations to better the conditions now disadvantaging from one fourth to one third of the rural people. Illuminating papers by representative government officials and college men; summaries of the National Rural Home Conference and of small group discussions at the youth section, ACLA conference.

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THE PAMPHLET SHELF

About Children

CHILD LABOR FACTS, by Gertrude Folks Zimand. From National Child Labor Committee, 419 Fourth Avenue, New York. 38 pp. Price 25 cents, less in quantity.

How many children are working today, where they are, what they are doing; how the situation has changed since the 1930 census. The present status of the child labor amendment; pertinent federal and state legislation.

MODERN SCIENCE AND THE EXCEPTIONAL CHILD: Proceedings of Fifth Institute on the Exceptional Child of the Child Research Clinics of the Woods Schools, Langhorne, Pa. 51 pp.

Outstanding psychiatrists, psychologists, pediatricians, educators, others concerned with the general field of child welfare, discussing psychoses in early adolescence, problems of aggression and hostility, social maturation, growth in height.

THE SOCIAL-SEX DEVELOPMENT OF CHILDREN, by Elise Hatt Campbell. Published by The Journal Press, Provincetown, Mass. 89 pp.

An attempt to analyze the development of the social relationship between boys and girls from five to sixteen years of age, and to arrive at a picture of the social pattern through which each individual develops into a heterosexual being. Based on observations of normal American boys and girls in a free recreational situation.

Professional Techniques

THE STUDY GROUP: How to Conduct It Successfully. National Council of Jewish Women and National Council of Jewish Juniors, 1819 Broadway, New York. Price 10 cents.

Such practical matters as how to arouse interest, requisites for a leader, the technique of organizing, planning the year's work. Prepared with the help of successful group leaders.

PROCEEDINGS OF THE CONFERENCE ON ORIENTATION AND RE-ORIENTATION. Published by the New York City Committee on Mental Hygiene of the State Charities Aid Association and Mental Hygiene Section of the Welfare Council, 105 East 22 Street, New York. 20 pp. Price 40 cents.

Reports presented at a conference for all social workers in psychiatric clinics and hospitals in the New York metropolitan area, covering such topics as civil service and psychiatric social work, resources for clinical treatment of mental hygiene patients, use of the social service exchange by mental hygiene agencies.

Social Studies

ALIMONY, Vol. VI, No. 2, of Law and Contemporary Problems. Published by the School of Law, Duke University, Durham, N. C. 320 pp. Price 75 cents from the university.

The social implications of alimony laws discussed by authoritative jurists and a social worker.

FINDINGS OF THE PINE MOUNTAIN YOUTH GUIDANCE INSTITUTE, from Pine Mountain Settlement School, Pine Mountain, Harlan County, Ky. 33 pp.

Sponsored by Harlan County Planning Council, Kiwanis Club, County Board of Education and Pine Mountain Settlement School, the institute considered problems of local rural youth from agriculture to vocational adjustment. The report includes a page of resources for recreational material of general interest to rural field workers.

THE CHURCH AND THE FAMILY, National Council, Protestant Episcopal Church, 281 Fourth Avenue, New York. 110 pp. Price 50 cents.

Papers presented at the annual Conference on Episcopal Social Work covering the social and economic status of the family today, youth problems, preparation for the next family, growth in family life. Disintegrating tensions—international, interracial, political—and the paramount importance of religion in a democracy.

Concerning Employment

MACHINES AND TOMORROW'S WORLD, by William F. Ogburn, Public Affairs Committee, 30 Rockefeller Plaza, New York. 32 pp. Price 10 cents.

Technology as it has affected our history in the past, as it may affect our national life in the future. Do machines make jobs or destroy them? Will planning help? "Planning without knowing trends is like building a house without a knowledge of materials."

AGE AND THE JOB: Division of Labor Standards. U. S. Department of Labor. From superintendent of documents, Washington, D. C. 11 pp. Price 5 cents.

A dialogue, written with the cooperation of workers as a basis for discussion at union meetings, on the difficulties encountered by older applicants for employment and on possible solutions of the problem. "And stop thinking it's a question of older workers against younger ones. . . . It's jobs for all of us."

Economics

ORGANIZED SCARCITY AND PUBLIC POLICY, by Harry D. Gideonse. From The University of Chicago Press, Chicago, Ill. 53 pp. Price 25 cents.

Discusses monopoly and its implications; its effect upon budgets, economic nationalism, housing, war and peace, decline of democracy, other social problems. Argues for the classic liberalism of free opportunity and unrestricted markets.

RAILROADS IN CRISIS, A Program for Reemployment, Rehabilitation and Government Ownership. Labor Research Association, 80 East 11 Street, New York. 48 pp. Price 10 cents plus 3 cents for mailing; less in quantity.

Summarizes the history of the roads, their relation to the public, shippers, farmers, small business men and the general public; gives significant facts on workers' productivity and wages; analyzes current legislative proposals; urges government ownership which it claims "would eventually restore employment to hundreds of thousands of railroad employes laid off during the past fifteen years."

SCIENCE AND WORLD RESOURCES, by Richard Palmer. Published by *Fact*, 19 Garrick Street, London, W C 2, England. 96 pp. Price 6d.

Maintains that there is a trend towards uniformity of natural resources throughout the world resulting from the use of substitutes and synthetic products, the development of new sources of power, scientific agriculture and other factors of modern civilization, and discusses how these things may "iron out geography," foster collective security and invalidate self-sufficiency as a national issue. With the publication of this twenty-first monograph, *Fact* has come of age.

STATE TRADE WALLS, by F. Eugene Melder. Public Affairs Committee, 30 Rockefeller Plaza, New York. 31 pp. Price 10 cents.

Professor Melder of Clark University, a leading authority on interstate trade restrictions, discusses state trade barriers now existing, the consequences to producers and consumers, and a program for meeting the situation. A two-page trade barrier map of the United States gives a pictorial summary of state trade walls as of last April.

PHILANTHROPY AND FEDERAL TAX EXEMPTION, by C. Lowell Harriss. Reprint from the *Journal of Political Economy*, August 1939. 16 pp. From the author, Columbia University, New York.

An analysis of the size and source of gifts and of the applicable provisions of the federal tax laws, based on statistics for 1922-35 and 1936. The author finds that the loss of tax revenue because of exemptions is not considerable because gifts in no way approximate the upper limit of the exemption.

War and Peace

HUMAN DYNAMITE, by Henry C. Wolfe. One of the Headline Books of the Foreign Policy Association, 8 West 40 Street, New York. 98 pp. Price 25 cents.

This brings the story of Europe's minorities down to the outbreak of the present conflict. Why new boundary lines, exchange of minority populations, self-determinism, persecution or repression of minorities, all are bound to fail. Gives suggestions for a "thoroughgoing" solution of the problem when the war is over.

UNION FOR PEACE OR WAR? by Rosika Schwimmer. Published by the author, 30 West 70 Street, New York. 19 pp. Price 10 cents.

A critique of Clarence Streit's "Union Now" with its plan for a federal union of leading democracies—"a most important contribution to the literature of world organization"—but with a "grave, inherent danger. . . . Only the organization of a new world order based on a constitution containing the best features of all the tried and proved constitutions of the world . . can provide a peaceful solution for the problems plaguing mankind."

CHRISTIANITY CONFRONTING WAR, by Hugh Vernon White. Published by the Council for Social Action of Congregational and Christian Churches, 289 Fourth Avenue, New York. 39 pp. Price 15 cents, less in quantity.

An attempt to work out a Christian ethic by which the church and the individual may be guided as regards the issue created by war. Shall Christians become proponents of absolute pacifism, the "just war," or the divine right of the state? In the worth of human personality is found "the firm foundation for the social order, for the political state and for a world system of life in which peoples and nations can live at peace."

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AMERICAN LIBRARY ASSOCIATION, 520 North Michigan Ave., Chicago. To aid in the extension and improvement of library service.

Child Welfare

BOYS' CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C. National service organization of 309 Boys' Clubs located in 171 cities. Furnishes program aids, literature, and educational publicity for promotion of Boys' Club Movement; field service to groups or individuals interested in leisure-time leadership for boys, specializing with the underprivileged.

BOY SCOUTS OF AMERICA, 2 Park Avenue, New York City. Incorporated in 1910 and chartered by Congress in 1916 for the purpose of developing the character of boys and training them in their duties as citizens. Cubbing, younger boys' program, 9-11; Scouting, 12 and upward; Senior Scouting, 15 years and up. Scouts are organized in patrols and Troops. Cooperates with schools and churches, fraternal orders and other civic groups. Walter W. Head, President; Dr. James E. West, Chief Scout Executive.

BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-denominational farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave. Tel: LEx. 2-3147.

CHILD WELFARE LEAGUE OF AMERICA— 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of Work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., Elyria, Ohio. Paul H. King, President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. *"The Crippled Child"* magazine, bimonthly, $1 a year.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC. 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE Resource in child guidance, marriage and family relations. Speakers, counseling, library and materials in youth and parent education. 220 S. State St., Chicago.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

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Foundations

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization for research and field service. Activities include: assistance to state and local agencies in organizing activities and promoting legislation; research in legislation, vocations, statistics, and mechanical appliances for the blind; maintenance of a reference lending library. M. C. Migel, President; Robert B. Irwin, Executive Director.

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Charity Organization, Consumer Credit Studies, Delinquency and Penology, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Health

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.—Dr. Arthur H. Ruggles, President; Dr. George S. Stevenson, Medical Director; Clifford W. Beers, Honorary Secretary and Founder; Paul O. Komora, Associate Secretary; 50 West 50th Street, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—50 W. 50th St., New York. Dorothy Deming, R. N., Gen. Dir. Advisory Service, statistics, monthly magazine.

NATIONAL TUBERCULOSIS ASSOCIATION— 50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

BIRTH CONTROL FEDERATION OF AMERICA—A clearing house cooperating with social workers in referring indigent mothers to medically directed birth control clinics in 42 states, including 22 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. Chairman of the Board, Richard N. Pierson, M.D. General Director, Woodbridge E. Morris, M.D.

THE BIRTH CONTROL CLINICAL RESEARCH BUREAU, 17 West 16th Street; **MARGARET SANGER,** Director; has added evening sessions, Wednesday and Thursday evening from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY— Promotes a better understanding of problems of democracy in industry through its pamphlet, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York City.

Recreation

NATIONAL RECREATION ASSOCIATION— 315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playgrounds, recreation centers, swimming pools, beaches, athletic fields and other recreational facilities.

National Red Cross

THE AMERICAN NATIONAL RED CROSS— Administered through National Headquarters in Washington, D. C., and three Branch Offices in San Francisco, St. Louis and Washington, D. C. There are 3711 local chapters organized mostly on a county basis. Services of the Red Cross are: Disaster Relief, Civilian Relief. First Aid and Life Saving, Home and Farm Accident Prevention Service, Home Hygiene and Care of the Sick, Junior Red Cross, Nursing Service, Nutrition Service, Public Health Nursing, Volunteer Service and War Service.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Grace L. Coyle, President, Cleveland, Ohio; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-seventh annual convention of the Conference will be held in Grand Rapids, Mich., May 26-June 2, 1940. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "not alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Religious Organizations

COUNCIL OF WOMEN FOR HOME MISSIONS—297 Fourth Avenue, New York City. The Inter-Denominational body of 23 women's home mission boards of the United States and Canada uniting in program and financial responsibility for enterprises which they agree to carry, cooperatively; i.e., Christian social service in Migrant labor camps and U.S. Indian schools. President, Mrs. Augustus. Trowbridge; Executive Secretary, Edith E. Lowry; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell; Migrant Supervisor, Gulf to Great Lakes Area, Miss Helen White, 1720 Chouteau Ave., St. Louis, Mo.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Benjamin Spitzer, Chairman Ex. Com.; Mrs. Marion M. Miller, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Avenue, New York City, Eskil C. Carison, President; John E. Manley, General Secretary. A federation of 1123 local associations, through state and area councils, for Christian character education among youth. Meets annually to determine service projects and budget for cooperation with local member organization in program, emphasis and interpretation, fiscal operations, etc. Emphasizes lay-professional cooperation, group and club activity and self-governing programs of physical, social and religious education, public affairs, international education and special cooperative projects, citizenship, etc. Specialized work among transportation, army and navy, student, colored, rural, and certain other groups.

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Professional Education for Social Work

For positions of responsibility in social Work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Marion Hathway, University of Pittsburgh, Pittsburgh, Pa.

ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BOSTON UNIVERSITY, DIVISION OF SOCIAL WORK
84 Exeter St., Boston, Mass.
Richard K. Conant, *Director*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
Mildred Fairchild, *Director*

UNIVERSITY OF BUFFALO SCHOOL OF SOCIAL WORK
University Campus, and 25 Niagara Square
Niles Carpenter, *Dean*

UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
Graduate Curriculum in Social Service

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

CATHOLIC UNIVERSITY OF AMERICA
School of Social Work, Washington, D. C.
Rev. Thomas E. Mitchell, *Dean*

UNIVERSITY OF CHICAGO, Chicago, Ill.
School of Social Service Administration
Edith Abbott, *Dean*

UNIVERSITY OF DENVER, Denver, Colorado
Graduate School, Department of Social Work
Florence W. Hutsinpillar, *Director*

FORDHAM UNIVERSITY SCHOOL OF SOCIAL SERVICE
805 Woolworth Building, New York, N. Y.
Miss Anna E. King, *Dean*

GRADUATE SCHOOL FOR JEWISH SOCIAL WORK
71 West 47th Street, New York, N. Y.
Maurice J. Karpf, *Director*

INDIANA UNIVERSITY, Indianapolis, Indiana
Training Course for Social Work
Louis E. Evans, *in charge*

STATE UNIVERSITY OF IOWA, Iowa City, Iowa
Division of Social Administration
Grace Beals Ferguson, *Director*

UNIVERSITY OF LOUISVILLE, Louisville, Ky.
Graduate Division of Social Administration
Margaret K. Strong, *Director*

LOYOLA UNIVERSITY SCHOOL OF SOCIAL WORK
28 North Franklin Street, Chicago, Ill.
Rev. Elmer A. Barton, S.J., *Dean*

UNIVERSITY OF MICHIGAN, Curriculum
in Social Work, 40 East Ferry Street
Detroit and Ann Arbor, Mich.

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Graduate Course in Social Work
F. Stuart Chapin, *Director*

THE MONTREAL SCHOOL OF SOCIAL WORK
3600 University St., Montreal, Canada
Dorothy King, *Director*

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE
2400 19th Street, N.W., Washington, D. C.
Rev. Lucian L. Lauerman, *Director*

THE NEW YORK SCHOOL OF SOCIAL WORK
122 East 22nd Street, New York, N. Y.
Walter W. Pettit, *Director*

UNIVERSITY OF NORTH CAROLINA, Division of
Public Welfare and Social Work, Chapel Hill, N. C.
Roy M. Brown, *Director*

NORTHWESTERN UNIVERSITY, Division of Social Work
313 East Chicago Avenue, Chicago, Ill.
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OHIO STATE UNIVERSITY, Columbus, Ohio
School of Social Administration
Charles C. Stillman, *Director*

UNIVERSITY OF OKLAHOMA, Norman, Oklahoma
School of Social Work
J. J. Rhyne, *Director*

UNIVERSITY OF PENNSYLVANIA, Philadelphia, Pa.
Pennsylvania School of Social Work
Karl de Schweinitz, *Director*

UNIVERSITY OF PITTSBURGH, Pittsburgh, Pa.
School of Applied Social Sciences
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St. Louis, Missouri
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18 Somerset Street, Boston, Mass.
Katharine D. Hardwick, *Director*

SMITH COLLEGE SCHOOL FOR SOCIAL WORK
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Everett Kimball, *Director*

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Graduate School of Social Work
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UNIVERSITY OF TORONTO, Toronto, Canada
Department of Social Science
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TULANE UNIVERSITY, New Orleans, Louisiana
School of Social Work
Elizabeth Wisner, *Dean*

UNIVERSITY OF WASHINGTON, Seattle
Graduate School of Social Work
Ernest Witte, *Director*

WASHINGTON UNIVERSITY, St. Louis, Missouri
George Warren Brown Dept. of Social Work
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WESTERN RESERVE UNIVERSITY, Cleveland, Ohio
School of Applied Social Sciences
James Elbert Cutler, *Dean*

COLLEGE OF WILLIAM AND MARY, School of
Social Work and Public Health, Richmond, Va.

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